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To gather information about the administrative relationship between the district office and the various campuses of a multi-institution junior college district, administrative officers in 21 districts were studied. In addition, opinions of 45 district chief executives and 75 institutional chief administrators representing 17 states were sought to determine the advantages and disadvantages of centralized and autonomous administrative structures. It was concluded that a system of shared authority, striking a balance between autonomy and centralization, was both prevalent and desirable. The multi-institution district and the variety of forces that have shaped its administrative structure are reviewed in detail, including the influences of the community, the secondary school, the university (or multiuniversity), and business and industry. Case studies of five multi-institution districts provide a representative sample of organizational patterns and, in view of the findings of the whole study, guidelines common to the organization and development of any multi-institutional district are summarized in terms of appropriate functions of the central office and of individual campuses. (MC)

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THE MULTI-INSTITUTION JUNIOR COLLEGE DISTRICT

By Frederick C. Kintzer, Arthur M. Jensen and John S. Hansen

UNIVERSITY OF CALIF.
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FOREWORD

Twelve big-city junior college chief administrators recently held a conference in Chicago to discuss one of their common and important problems—the multicampus district. The group met under the auspices of the American Association of Junior Colleges, represented by Edmund J. Gleazer, Jr., its executive director, and Dorothy Knoell, director of Demographic Studies Project. Leland Medsker and Ernest Palola of the Center for Research and Development in Higher Education, University of California at Berkeley, sought to determine whether the problem was "researchable."

The big city is increasingly the center of America's problems and promise. More and more Americans are coming to live in metropolitan areas, dominated in many ways by the central cities. The big city continues to be the symbol of our nation's diversity of people and ways of living. The increasing number and per cent of Negroes in the big cities add a major new element to the problem of the diversity of city people.

The public schools have played a vital, historic role in unifying our diverse peoples. Equally important, the public schools have been the major ladder for upward social mobility, and, for a long time, the elementary and high schools served these social functions fairly well. In recent decades, however, social stratification among our city people has become more rigid and unity among our diverse city groups is disturbingly loose. The public common schools are simply not performing these essential social functions effectively. American society is trying to fill this social vacuum, and public junior or community colleges, especially those in the big cities, are facing the dual challenge of greater social unity and social mobility. Perhaps this is the real underlying force that gave rise to the conference.

Increasing interest in problems of multicampus organization has been noticeable since 1960, with the appearance of junior colleges in Miami, Pittsburgh, Philadelphia, Cleveland, St. Louis, Dallas, Seattle, Boston, Fort Worth, Newark, and Denver. Detroit and Houston are expected to join the list in the near future.

The AAJC, at its conventions in 1967 and 1968, gave attention to the problems of multicampus organization. Recently, Robert Reed of Caudill-Rowlett-Scott, architects, has been visiting junior colleges in twenty-five large cities to identify their common problems centering around multicampus facilities. A demographic study of big-city junior colleges is being conducted by AAJC under a Ford Foundation grant. Demonstration programs in inner-city campuses are also being funded by the Office of Economic Opportunity.

Yet the topic of multicampus organization has been scarcely touched by researchers and administrators. Few publications are available at this time. Milton Jones has recently completed a helpful monograph on the development of multicampus junior colleges. The most ambitious study is that conducted by Frederick C. Kintzer, Arthur M. Jensen, and John S. Hansen under the auspices of the ERIC Clearinghouse for Junior College Information at U.C.L.A. in cooperation with AAJC. This present monograph is a report of their study.

Once a junior college district decides to establish a second campus, the problems of multicampus organization begin. The basic question relates to the identification and understanding of the crucial issues that are generic to big-city, multicampus organization. The authors of this monograph have attempted to focus on these generic issues. Though they do not claim exhaustive or conclusive answers, they have performed a worthwhile service in coming to grips with fundamental issues:

1. Why do we have multicampus districts in metropolitan settings? What is the underlying rationale and what are the premises?

2. What kinds of programs? For which clientele? What kind of instructional methodology or teaching process is appropriate to which program? Who makes these decisions?

3. What limitations and opportunities are peculiar to the big city in regard to major aspects of institutional operation (for example, establishing goals, financial allocations among campuses, personnel, students, etc.)?

4. What are the views regarding the "proper" balance of centralization and local autonomy? How do variations in this balance relate to effectiveness of institutional operations and educational outcomes? What effect has a single teachers' union on a multicampus district?

5. How can the multicampus pattern encourage creativity, leadership, and participation (students, community, etc.) to achieve its educational goals? What is the effect of this diffusion on participation in decision making, and particularly on the role of the president?

6. How can we achieve and recognize a "proper" balance between stability, change, efficiency, and morale? What are the indices to assess imbalance?

7. What kind of board is appropriate to the multicampus district?

There is another dimension to these fundamental issues, which, because of its importance in the big city or urban setting, deserves special emphasis. This is the dimension of student body and student mix. Here are more important questions that must be answered.

1. How can campus sites in a district be selected to maximize student mix (racial, ethnic, economic, and social)?

2. How can the multicampus provide the fullest meaning to the concept of the "open door"?

3. How can curricular offerings be varied among multicampuses to bring about an optimal student mix?

4. How effective are "storefront," neighborhood centers and other types of "off-campus" facilities in attracting disadvantaged youths and adults into college? Should the off-campus center be allowed to become an "all-purpose" facility if the "community" wants it?

Many other related questions and issues are and will increasingly become the exclusive concern of multicampus districts. The authors of this monograph are pioneering in their efforts to face these questions realistically, and in suggesting meaningful study and research to help multicampus districts find effective answers to these emerging problems.

Oscar E. Shabat
Chancellor
Chicago City College

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INTRODUCTION

This is the seventh monograph in the Clearinghouse series. In keeping with the established pattern, it reports a study of importance to junior college staff members and others interested in this fast-growing component of American higher education. Multicampus districts are more and more becoming an accepted mode of organization as enrollments grow and junior colleges attempt to make services available to people in all geographical areas. This monograph reports on the current status of—and trends in—multicampus colleges.

The authors are well known in the field. Frederick C. Kintzer is associate professor of Higher Education at U.C.L.A.; Arthur M. Jensen is president of San Bernardino Valley College; and John S. Hansen is assistant superintendent of State Center (California) Junior College District.

We do appreciate their contribution to the Clearinghouse/AAJC monograph series and express our special thanks to Oscar Shabat for his foreword.

Arthur M. Cohen
ERIC Clearinghouse for Junior College Information

SCOPE AND IMPACT OF THE COMMUNITY JUNIOR COLLEGE

chapter 1

BACKGROUND

The American two-year college, most dynamic of all institutions, is emerging in explosive proportions on the higher education scene. In less than one generation, community-junior colleges have brought higher education within geographic and financial reach of millions of students of all ages. In 1967 alone, a record-breaking total of seventy-two new institutions opened; forty-one have announced plans to open by 1969. Total enrollments of full- and part-time students are currently approaching two million—increasing approximately 14 per cent per year (17).* By 1975, it is predicted that as many as 6.5 million will be enrolled in more than 1,000 publicly supported junior colleges in all fifty states. Even now, several states—including California, Florida, Illinois, and New York—are fast approaching Eurich's dream for the twenty-first century: a two-year college available for every young man and woman within commuting distance of home (10).

While convenience of location, low cost, and the diversification of opportunities are important factors in this rapid and widespread growth, leaders of the movement like to point to quality education as the consistent attraction of the community junior college. Personalized instruction that recognizes the individual student is singled out as a distinctive characteristic. How to maintain quality with diversity, individualization in spite of numbers, and close community identity within an expanding administrative structure are questions of great concern to junior college administrators.

Developing an organization and a philosophy of administration for two or more campuses will thus be a task for an increasing number of dis-

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* Bracketed numbers refer to bibliographical entries on pages 55-57.

tricts in the next few years. If the junior college movement is to retain in the years ahead the vigor for which it has been noted in the past, important decisions will have to be made about the future organization and administration of two or more campuses. This report of the development and administration of multicampuses should provide needed information for districts that are now, or will be, facing the problem of whether or not to add other campuses and, if the decision is yes—how?

Throughout the United States, particularly in the large metropolitan areas, the junior colleges have burgeoned into large multi-institution junior college districts. In 1964, there were only ten multijunior college districts; in 1967, thirty-one; and in 1968, forty. Over one-quarter of the students in American colleges and universities are in multicampus institutions.

Lahti reported that community colleges being formed in urban centers are attempting to respond to a total urban complex through the organization of multicampus institutions under one administration and governing board. The problems of the urban community and of the nonurban campus are very different and, as such, demand special planning of the organizational structure if they are to be capable of appropriate response to the community (22).

DESIGN OF THE MONOGRAPH

As a junior college district goes multi-institution, the role of the central office becomes crucial. Beyond the obvious obligation of policy implementation, the district office responsibility is complicated and confused.

While answers are seldom if ever absolute, many decisions related to leadership and authority must be made if the educational enterprise is to operate in the best interests of students—decisions clarifying the relationship between the district office and the colleges. The monograph therefore gives primary attention to clarifying this relationship. In Chapter IV, distribution of authority is studied in such broad service areas as instruction, staff personnel, student services, business, and other administrative services.

In each of the areas, attention centers on such questions as: How much autonomy should be granted individual colleges? Should the central administration be exclusively responsible for the planning and development of policy and operational procedures? What is the role of the campus administrator?

How close should the district office be to curriculum development and instructional evaluation? Are these the exclusive responsibilities of the colleges? Should an assistant superintendent chair a district-wide committee, or, as Jensen recommends, should a central office director of instruction coordinate the total instructional program (20)? Should the district initially adopt a "multicollege" (maximum local autonomy) or a "multicampus" (minimum local authority) philosophy?

What about faculty recruitment, orientation, in-service training, and evaluation? Are these exclusive responsibilities of college presidents and deans?

How much leadership, if any, in student personnel services should be centralized at district headquarters, or is this complex function to remain a local option?

What about business responsibilities? Should each college have a business manager, or is a bursar sufficient?

How about institutional research and public information? Are these primary functions of the district office? Should research and public information be directed (or coordinated) from a central administrative office?

To discover how multi-institution junior college districts are approaching these basic questions, and to gather information regarding district administrative organizational trends, the authors first studied administrative officers found in twenty-one multi-institution districts. Summary of this material completes Chapter IV.

They next corresponded with chief executives of forty-five multi-institution junior college districts in seventeen states and seventy-five chief administrators of institutions to obtain opinions on which functions and responsibilities should be held by individual colleges and which retained in the central office. Reactions were also sought concerning ways in which uniform practice is required by individual colleges of multi-institution districts. Views were also sought on advantages and disadvantages, together with the respective merits of centralized versus decentralized administrative structures, in multi-institution junior college districts. This material is summarized in Chapter IV following an introduction of the multi-unit district (Chapter II) and an examination of theoretical bases for this type of administration (Chapter III).

Case studies of five districts are featured in Chapter V. Relationships between districts and colleges are examined in greater detail and models, including state- and university-controlled examples, are offered for further clarification.

Guidelines to organization conclude the monograph as Chapter VI.

DEFINITIONS

Certain frequently used terms are defined as follows:

1. *Junior college:* A school maintaining grades thirteen and fourteen, offering instruction that may include, but not be limited to, programs in one or more of the following categories is a junior college:

   a. Standard freshman and sophomore collegiate courses for transfer to higher institutions

   b. Vocational and technical fields leading to employment or to the upgrading of employment

   c. General liberal arts courses

d. Adult educational courses

e. Educational and vocational guidance.

2. *Comprehensive junior college:* A junior college offering to its community both a two-year transfer program and a semiprofessional program including technical and/or vocational courses is referred to as a comprehensive junior college.

3. *Independent junior college district:* A school district set up for administering a junior college only and having its own board of control, budget, and tax rate is called an independent junior college district.

4. *Multi-institution or multi-unit junior college district:* A junior college district operating two or more campuses within its district under one governing board, with each campus having a separate site administrator, is a multi-institution junior college district. This does not include state systems such as those in Connecticut, Massachusetts, Minnesota, Rhode Island, and Virginia, or university-operated systems such as in Alaska, Hawaii, Kentucky, Pennsylvania, and Wisconsin.

5. *Multibranch:* A multi-institution or multi-unit district operating as one legal institution with two or more branches or campuses within its district is termed multibranch.

6. *Multicollege:* A multi-institution or multi-unit district operating two or more individual colleges within its district is a multicollege.

7. *Unified school district:* A school district administering elementary, high school, and junior college programs, all under the same board of control and having a single budget and a single tax rate is a unified school district. It appears in many of our states.

8. *Superintendent:* This is primarily a California term and is used to designate the chief administrator for the junior college district. Outside of California, the term "chancellor" or "president" is used for the chief administrator of a district. To be consistent, and to make an easy distinction for the reader between the chief administrator of a district and of an individual college within a district, "superintendent" will be used for the former and "president" for the latter.

Although some attention will be given to other types of multigroupings of junior colleges, the multi-institution or multi-unit district will be emphasized in the monograph.

Multi-institution junior college districts will continue to increase in number and size. This is true because the pattern has been set across the United States and every indicator points to its continuance and growth. The growth is twofold:

1. More and more students will be involved in two years of curriculums at a junior college.

2. More and more students will continue their studies toward the master's degree. As a result, higher education will follow the present pattern of the first two years, succeeded by a three-year period that will include the junior and senior years of college plus an extra year for the master's degree.

Jones found in his study clear evidence that the multi-unit junior college district is a growing, but evolutionary, movement. He felt that with the examples of those that have been established in recent years, and with continued discussion and evaluation of some of the perplexing problems, surely the multi-institutional movement will become the common answer to the educational needs of large metropolitan centers.

The question, Dr. Gleazer indicates, is no longer whether or not it will be achieved, but when (13).

THE MULTI-INSTITUTION JUNIOR COLLEGE DISTRICT

chapter 2

The multi-institution junior college district is the newest and most significant development designed to help the two-year college fulfill its ever-expanding mission. Where a few years ago the multi-unit organization was confined to the largest urban centers—New York, Los Angeles, Chicago, and, more recently, Miami, Dallas, Oakland, and Seattle—this pattern of administrative organization is becoming increasingly popular in regions adjacent to densely populated areas. Foothill and San Mateo Districts, established in the San Francisco Bay Area; State Center Junior College District, and Kern Joint Junior College District in Fresno and Bakersfield, California, respectively; Fort Worth, Texas; and the Oakland Community College District in suburban Detroit are representative.

The first districts to create multi-units were Chicago and Los Angeles. In 1934, after suspending classes at Crane High School for one year, Chicago reopened on three campuses. Although Los Angeles Junior College (now City College) started in 1931 on a campus then housing the University of California at Los Angeles, a second campus was not added until 1945—East Los Angeles Junior College (now East Los Angeles College) (12).

If the 1950's and early 1960's were the years of independent junior college district expansion, the late 1960's and the 1970's are likely to be remembered as a period of multi-institution expansion—a time when single-college districts, some plainly for economic survival and others for the more laudable reason of providing equal access to educational opportunities, reorganized into two or more smaller units.

Erickson lists five major reasons for the development of multi-institutional junior colleges:

1. Rural to urban population shift—in Illinois alone, an estimated 91 per cent of college-age youth will, by 1980, reside in eight metropolitan areas

2. Selective population migrations—low-income families with little education are replacing higher-income, better-educated families in big cities

3. Post-World War I babies are now in college

4. Rapid changes in technology are necessitating development of what Erickson calls "functional education," not only for the college-age group but also for workers with outdated, semiprofessional skills

5. Greater recognition by the higher education family of the community college potential to provide functional educational opportunities on a widely accessible basis (9).

Administrators closely associated with multi-unit district formation have identified several problems.

Selective population migrations have widened the range of student abilities and achievements, with heaviest increases in low-ability, low-achieving students. Big-city junior college faculties are faced with a severe problem—what to do with the "obvious illiterates," the "untouchables." Fearing that low-ability students will contaminate academic standards, some faculty members (there are some on every campus) relegate to second-class citizenship those who are willing to teach basic education or remedial classes. The dilemma of the open-door college, particularly in urban areas, is thus compounded.

For quite a different type of student, the big-city college is increasingly obliged to provide a second chance—to help the potential top performer who did not make it the first time at a senior college or university. Confronted with a growing army of university "drop downs," each district must answer additional questions: Should such applicants be placed on probation and their programs restricted? Under what special conditions should an agreement be made with students who seek a second chance?

Much of what an institution believes depends on the attitude of its chief executive officers who, by their actions, sow seeds of content or discontent, of believing or disbelieving.

A second related problem, named "self-segregation" by Coultas, has been most pronounced in Los Angeles, where a student may attend any college he wishes. Choice by appeal rather than by educational opportunities has resulted in a self-separation of certain minority groups. The most logical antidote to integration-in-reverse has been the decision to allocate particular programs to colleges. For example, programs in medical technology, dental assisting, ophthalmic optics, X-ray technician, and translator and interpreter have consequently been reserved for Los Angeles City College (6).

The urban junior college district has greater difficulty in developing and maintaining a community leadership role than does a suburban or rural institution. A wide variety of educational, cultural, and entertainment opportunities presents strenuous competition to the community college and divides the loyalties of its patrons. "Many activities that are taken for granted in suburban junior colleges must be promoted and actually 'sold' to the students in the urban college (6:15).

Personalized instruction that recognizes the individual student is a hallmark of the junior college. Here again the metropolitan college is at a disadvantage. The distractions of the big city are more to blame than its size. While mere size can be a deterrent to individualization of instruction, it is not necessarily related to neglect. As Marsee puts it:

> Excellence and smallness are not synonymous. We all know about the high quality of small Reed and of large Harvard. We also know large and small institutions which have not achieved greatness (28).

Establishing student-centered institutional objectives and having the courage to stand by them are more closely related to individualized instruction than is size. "Largeness," as Marsee concludes, "does not bring neglect any more than does smallness assure excellence" (28).

Size, in the extreme numbers currently experienced by urban colleges, is nevertheless a handicap to individualized instruction. More frequently than in a smaller suburban or rural setting, a big-city junior college student takes second place to the machinery.

Other problems—including financing, land availability, parent campus-stepchild campus relationship in a multicampus setup, articulation, and administrative control—are often more severe in the urban college.

In his 1964 research, Jensen identified five purposes of the multi-unit junior college district:

1. To compensate for district geographical size that prohibits one campus from servicing the district adequately

2. To equalize educational opportunities through making the college accessible to the residents of the district

3. To meet the differing educational needs of the various communities within the district

4. To accommodate applicants after the district's only campus has reached its capacity

5. To keep each campus to a reasonable and functional size.

What administrative patterns are established in districts having two or more institutions? Jensen described two contrasting philosophies of administrative control after he visited, in 1965, ten multi-institution districts in six states:

1. One legal institution operating with a strong central office and each campus or branch being a division of a single college. Jensen identifies two types of institutions practicing this philosophy: (a) the *multi-*

campus or *multibranch* with each campus or branch offering comprehensive educational opportunities, and (b) the *multiprogram* type with each campus or branch offering different curriculums (technical on one, liberal arts on another, etc.). Maricopa County Junior College District in Arizona is an example of type (a); Long Beach City College, California, illustrates type (b).

2. A multicollege organization giving maximum autonomy to each individual institution within the district. Contra Costa and Los Angeles Junior College Districts, California, are examples of the *multicollege* (19:103).

One of the major findings of this basic research was the identification of a trend toward the multicollege district. Strongly supported by opinions of administrators, faculty and students, and by other evidence uncovered in the study, the multicollege plan delegates a maximum amount of authority to the local college president.

The major recommendation of Jensen's study is that "each campus (in a multi-institution district) be allowed as great a degree of autonomy as the district can provide." Under this plan, "the decision-making process is placed close to the people who have at hand the facts on the basis of which decisions are made. These same people are responsible for carrying out decisions." He further recommends:

1. That unified multicampus or -branch districts consider the possibility of becoming independent districts

2. That the central office be located completely off any and all campuses and, if possible, located centrally within the district

3. That no one at the central office, other than the chief administrator for the district, be at a level higher than the chief campus administrator

4. That at least two administrative positions besides the chief administrator (director of business and director of instruction) be established at the central office, their level on the personnel scale to be the same as or lower than that of the chief campus administrator (19:163-165).

Multi-institution junior college districts all appear to be located in communities with the following dynamic characteristics:

1. Rapidly growing population

2. Large and varied industrial concerns

3. Large business and distributing centers

4. Aggressive and on-the-move community groups backing the district, such as chambers of commerce, labor, advisory committees, and interested citizens.

The multi-institution districts are meeting the challenges to them in taking care of the increasing number of students and in meeting the varied needs of the community for educational programs. These districts all have:

1. Dynamic and effective educational leaders

2. Faculties with high morale

3. An ever-changing educational program to meet the needs of the community

4. Comprehensive programs—both transfer and occupational

5. Comparatively well-organized counseling and guidance to help the students attain their educational goals.

BASES FOR MULTI-INSTITUTION ADMINISTRATION

chapter 3

A variety of forces—inheritance of Western European traditions and later adaptations to regional, state, and community conditions—has shaped the development of contemporary American patterns of educational administration.

EDUCATIONAL ADMINISTRATION: ASSUMPTIONS

The literature on educational administration is at best fragmentary. Rather than sets of principles, which may be consistently applied to practical situations, recommendations include suggestions borrowed from fields other than education, i.e., business administration, law, engineering, and others. Cubberly of Stanford University was among the few scholars who sought to systematize elements of educational administration. Although sound theories are lacking, three rather widely acclaimed assumptions about the functioning of educational administration could eventually lead to comprehensive, contrasting statements.

Writers who believe the similarities outweigh the differences in the management or administration of various types of organization support the view that, in practice, administration is the same for all organizations and that specialists in administration are therefore interchangeable. When functioning as managers: ". . . presidents, department heads, foremen, supervisors, college deans, bishops, and heads of governmental agencies all do the same thing. As managers, they are all engaged in the task of getting things done through people. As a manager, each of them must, one time or another, carry out all the duties characteristic of managers" (24).

Authors who emphasize dissimilarities among organizations feel that educational administrators should be selected primarily on previous success in a school or college. Success as a teacher-scholar, they insist, should be the first criterion for selecting an administrator.

Millett, for example, strongly believes that "a college or university has little if any resemblance to the generalized conceptions of organization which may be applicable to certain types of governmental administrative agencies and certain types of business entities" (31:27).

> If survival is the major issue, it may have to pay the price of domination by another stronger member of the cluster. If it is a strategy of experimentation . . . then it can choose to join a cluster with less fear of loss of autonomy and organizational distinctiveness (31:393).

Bases of interdependency of "clustering" institutions must be clearly specified. Goals must be precisely defined. Directions for families of junior colleges must be indicated to make "sense of the monster." Colleges and universities, Millett concludes, are different. "They are different in institutional setting, in purpose, in operation and hence in internal organization" (31:32).

A third group, primarily management theorists, call attention to the need for administrators "who can see the various components in relation to one another and also assure the survival of educational organizations." These writers call for leaders with wide experience, who can deal both with intrinsic activities of the organization and with the community at large (37:35).

Goldhammer argues persuasively for educational administrators who are specifically and technically trained as "clinicians of human relations" to deal effectively with problems of analysis and interpretation as well as with the formulation of remedies (16:Ch VII).

The early American college or university president frequently was the *only* general administrator of the institution. Typically, he not only served alone, but also accepted many specific administrative responsibilities and, as a professor, conducted classes and seminars. Not until well into the present century did the chief executive have the administrative help to allow him to concentrate on coordinating responsibilities (1:7). His administration tended to be autocratic. While the first American universities inherited a strong tradition of faculty governance, the internal administration of colleges and universities soon began to operate through a "hierarchy of authority" rather than a "community of authority." Only recently has consensus in decision making been given more than limited recognition (31:235-236).

The remainder of this chapter is devoted to an examination of elements or principles that seem to be most directly related to multiple-unit administration. It concludes with guidelines for the formation and development of administrative patterns of multi-institution junior college districts and suggestions for selection of chief executives of such districts.

SIGNIFICANCE OF THE SECONDARY SCHOOL

A review of the changing role of the junior college administrator clearly indicates the evolutionary separation from the secondary school. In recent decades the role of the junior college leader has shifted from a building principal (frequently a dean by title), with severely limited authority, to an executive—now called a president—responsible for a complex educational enterprise. Where formerly he followed the rules established by the local board of education and the general direction of the district superintendent, he now usually answers directly to the board of trustees and implements board policy. Where before he supervised the progress of a comparatively simple senior college transfer program, he now has the ultimate responsibility for the development of a comprehensive curriculum. Where previously the junior college dean was overseer of an informally organized group of classroom teachers, many of whom were shared with the high school, he currently deals with a highly organized college faculty extremely interested in rights and privileges, including responsibilities that in the past were primarily administrative. Especially in the West, most junior colleges today have academic senates with strong affinity for university counterparts.

While the junior college administrator—dean or principal of a past generation—maintained certain community leadership roles like any conscientious schoolman and enjoyed considerable community status as the "college" schoolman, he was ordinarily not the main link between the town's educational enterprise and the community. His job was primarily to keep school.

The two-year college president has become not only the executive head of a complex enterprise requiring the most sophisticated techniques of management, but also a community leader. He "is the central link between the college and the community, as well as the director and coordinator of the organization's activities" (2).

Except for a few areas, separation of the junior college from the secondary school is an accomplished fact. This practice has included: dropping the term "junior"; changing administrative titles from principal and dean to president and dean (and now, vice-president), and teacher from instructor to professor; senior college class schedules, grading practices, and record keeping; and, perhaps most significant, rapid development of faculty senates (3). Remaining traces of secondary school parentage include credentialing systems for administrators (in California, Arizona, and a few other states), formula state financing (in roughly twenty states), and administrator as well as faculty hiring practices.

The role of the campus president in a multi-unit district is similar to that of the unified-district college administrator. The campus president is directly responsible to the district superintendent—representing his college or campus at meetings of the board of trustees with the superintendent's approval. He is usually subordinate to at least two central-office administrators for business and instruction. While he is generally influential through the multi-institution district, his authority is limited.

His responsibilities, however, are much more diversified and comprehensive than those of the building principal of a former generation. The district superintendent of a multi-unit junior college district assumes a role similar to that of an executive in industry or business. To an even greater extent than his secondary school district counterpart, he finds himself increasingly detached from the educational scene. He normally sees few faculty and is seldom in contact with students. His role as the community educational leader in the broadest sense is paramount.

A more detailed examination of the campus president's role, and his superior, will be found in Chapter IV. The guidelines concluding this chapter of the monograph reflect these changing administrator roles.

SIGNIFICANCE OF THE UNIVERSITY

Similarities far outweigh differences between the administrative patterns of two- and four-year colleges. In both types of institution, serving under the president are line officers, vice-presidents or deans of four fundamental areas: instruction, student services, business, and institutional development and public relations. In both cases, the district superintendent or chancellor is directly responsible to his own board, the policy-making body.

Differences between administrative patterns of two- and four-year colleges are more sharply observable in lower categories of area administration and in operations. The greatest divergence is noticeable in institutional development and public relations. While the senior college or university administrator of this area is usually a vice-president, his junior college counterpart is, like the business manager, typically a staff assistant to the president. The total responsibility is sometimes shared by two staff officers—a director of institutional research and a director of community (or public) relations. While interest in institutional research and community services as priority functions of the junior college are increasing, few institutions, particularly two-year colleges, have as yet given them recognition in general administration. Failure to do so tends to place an inordinate burden on the chief executive officer. He must himself attend to these functions, sometimes even being obliged to see to his important internal-administration duties at odd, after-hours moments.

In their 1962 study of 608 two-year and four-year college organization charts, Ayers and Russel found four notable shortcomings: (1) too many officers reported to the president; (2) student personnel interests were uncoordinated and scattered among a number of officers and faculty members; (3) academic administration was not clearly identified; and (4) scant attention was given to institutional development as a discrete category of general administration. They concluded that "a number of collegiate institutions reflect anachronistic patterns of organization developed for particular reasons which existed only in the past." Among their recommendations is the admonition issued to governing boards of both junior and senior colleges to review and revise with greater

frequency administrative structures in terms of specific institutional objectives (1:71-73). Los Angeles City College in the Los Angeles Junior College District has recently appointed a dean of college development with responsibility to establish procedures for formulating and articulating college objectives, and to develop and implement a program of long-range planning to meet the objectives.

Similarities are further apparent in administrative styles as well as in organization. Rourke and Brooks identify four styles of university administration that are now becoming increasingly popular in junior as well as senior colleges and universities: (1) a shift from secrecy to publicity in the general conduct of administrative and academic affairs; (2) a cabinet-type of government instead of the traditional presidential system of executive leadership; (3) more objective forms of decision making; and (4) development of multi-units within a state university (32:101). In their discussions of cabinet government applications to higher education, Rourke and Brooks do not imply that the chief administrator, as the school's chief administrative officer, should abdicate his authority and responsibility to his cabinet. However, they warn against the possible establishment of a direct relationship between a second-echelon officer and a member of the governing board, and against an artificial separation of the president from staff administrators, and particularly from the faculty (32:112). Both of these situations are occurring with greater frequency in junior colleges as committee decision making gains popularity.

THE MULTIVERSITY

The multi-institution junior college district is in many respects similar to the multiversity. Beginning, as did the American university as a relatively small and simple single unit, the junior college—particularly in metropolitan areas suggests Kerr's description of the large university: "a whole series of communities and activities held together by a common name, a common governing board, and related purposes" (23:1). As a junior college increases in size and complexity, administration, similar to that of a multiversity, tends to become more formalized and separated as a distinct function in an effort to hold together a complex organization. With the development of systems of coordination, the location of institutional power shifts from inside to outside the original community, encompassing a diversity of community groups. The world, which was once external and comparatively unrelated, becomes an integral part of the institution.

The role of the president shifts to accommodate institutional changes. As does his university colleague, the multi-unit junior college superintendent or chancellor faces in many directions. He becomes a mediator, seeking "to relate administration more directly to individual faculty and students . . . to decentralize below the campus level to the operating units" (23:120). His influence begins to be felt far beyond the immediate district.

The cluster-college concept offers specific analogies. Doi introduces two elements common to senior institutions engaged in developing the cluster idea: (1) a search for attainment of "the best of two worlds, the world of smallness and the world of bigness"; and (2) a search for a system "to develop and to maintain a distinctiveness in each unit" (8). The author further describes the "first and major task" of the cluster-college administrator, namely, to establish a linkage system and clarify the relationship among members of the system (8).

Doi's comments, which concluded a conference on the cluster-college concept held in March 1967, at Claremont Colleges (California) under Carnegie Corporation sponsorship, could be literally translated into purposes of the multi-institution junior college district. His identification of reasons for and the importance of clustering is applicable to junior as well as to senior colleges:

> The importance of the clustering concept to a given college or university depends in large part on whether it sees it as a strategy for survival, a strategy for expansion, a strategy for the reform of education . . . I think it important for an institution to have a clear consciousness of why it chooses to become a part of a cluster.

Junior colleges are adapting the cluster concept to dimensions other than administrative organization. Curriculum departmentalization, particularly in occupational programs—planning curriculum for "clusters" or "families" of jobs as Harris recommends—is widely practiced in colleges within multi-institution districts. A common core of studies in each family is provided in the first year with specialization in the second year to match employer demands (18). The Cypress College House Plan (North Orange County Junior College District, California) illustrates the cluster concept in another dimension. Similar in some respects to the Stephens College idea, the key to the plan is decentralization—in food services, lounges, relaxing areas, library services, as well as in student government and student activities. The Cypress Plan also provides opportunities for independent study, audiotutorial programing, and student dialog and discourse with faculty, counselors, and advisers (36).

SIGNIFICANCE OF INDUSTRY

Educational administrators have borrowed heavily from business and industry to develop patterns of external and internal governance and techniques of operation. Writers are by no means agreed, however, on the extent of similarity between educational and industrial or governmental organizations.

Corson speaks of three broad differences: (1) A college (and, to greater degree, a university) serves a wide variety of purposes. Each of its publics assigns to it a special reason for existence. (2) A college (and, to a lesser degree, a university) is generally more diversified than a business or governmental enterprise. Its product or service is less tangible

than that of an industrial enterprise. (3) Decision making in higher education is usually more widely diffused among a greater number of the faculty than it is among employees in industry (5:9-10).

The professional gap between members of a college board of trustees and the chief executive officer is another striking difference. In industry, Dill points out:

> . . . directors may sometimes include members of management; and they are usually men who themselves have had considerable experience as managers. In educational organizations, directors or trustees have seldom been full-time educators themselves; yet, particularly in the case of some public institutions, they may have more real administrative power than most industrial boards of directors possess (7).

Lombardi observes that "the relation of a college instructor to an administrator is different from that between an employee and an executive in business and industry." Instructors and administrators, he continues, "have essentially the same background and educational experience. Intellectually, they are equals . . . there is no inference or suggestion of superior and subordinate in the administrative relationship" (27).

Millett agrees with Lombardi, remarking that a college professor does not think of himself as an employee. Invariably, he resents any notion of his subordination to an administrator. He wants more than anything else to be left alone. In his attitudes toward academic progress, the professor is indeed conservative (31:101-105).

Education, Walton suggests, is generally a more conservative enterprise than business. The school and college administrator is more apt to be the "safe, prudent practical man who exemplifies stability." The stereotype of the business executive is likely to be more original and creative (37: 60-61).

Others are convinced that higher education and industry are becoming alike. Kerr maintains that the two worlds are merging physically and psychologically.

> As the university becomes tied into the world of work, the professor—at least in the natural and some of the social sciences—takes on the characteristics of an entrepreneur. Industry, with its scientists and technicians, learns an uncomfortable bit about academic freedom and the handling of intellectual personnel (23:90-91).

Lord Franks, while agreeing with Kerr's appraisal, sounds a note of caution. A university, he insists, should not merge itself with the world: its primary purpose is to function as a community of learning (11).

Junior colleges, regardless of district organization, have the opportunity to gain recognition, in Cohen's words, "as places where learning occurs." "For this to happen," Cohen concludes, "they must specify outcomes and

requisite entry points, they must diagnose learners and prescribe different treatments" (4). For the multi-institution junior college district, the challenge is great.

Considerable evidence supports the importance of the impact of the new science of management upon higher education. New management techniques have effected changes in the types of division made and the character of groups participating in formation of educational policy and decision making. Numerous changes come to mind with the mere mention of techniques as described by Rourke and Brooks:

1. Widespread use of electronic computers has given impetus to institutional research on college campuses—not only in amount but, more importantly, in the type of data gathered. Offices of institutional research are now better equipped to become potent instruments of administrative planning and control (32: Ch III).

2. Influenced by practices in industry, colleges and universities are developing more rational procedures for managing money and space, specifically in the use of formulas in cost analysis and in new methods of displaying fiscal and space information. The authors make an interesting point about the comparatively rapid increase of these applications: "Money and space can be subject to the quantification and objective analysis of modern management somewhat more easily than can the achievement of a student or the performance of a professor" (32:68).

Four emerging styles of college and university administration given impetus by these and other managerial techniques are mentioned earlier in this chapter.

In this section, elements of governance and administration applicable to the development of multi-institution junior college districts have been high-lighted. Similarities as well as differences have been noted in various types of organizations. The pattern of governance and administration, it has been suggested, is not only dependent on the environment of organization, but more importantly, on the purposes to which it is dedicated.

Guidelines for the Formation and Development of Administrative Patterns of Multi-Institution Junior College Districts, and Suggestions for Selection of Chief Executives of Such Districts

Guidelines drawn from the preceding material and from other sources identified in this section are organized under three headings: Organization, Administration and Leadership, and Communication.

ORGANIZATION

Organization is the channel, or series of channels, through which authority flows from top to bottom and through which information and suggestions flow from bottom to top.

1. Organization of a multi-institution junior college district and, therefore, of its administrative policies and practices is determined by the

objectives of the district. The structure of the organization cannot be left to chance.

2. Establishing an environment of learning should be the primary goal of a multi-institution junior college district administration. The administrator must:

a. Know how the organization functions and how it relates to its community

b. Identify educational objectives, methods, and processes so that he can locate wherein the organization's energies are being dissipated and where they are used to fullest advantage

c. Utilize the dynamics of group processes in decision making (16:179-180).

3. Planning of the organization should, when possible, precede the selection and hiring of most of the administrative staff. This is particularly true in a multicampus institution. If the organizational plan and, of course, the philosophy of the institution are developed in time, all prospective applicants may be evaluated in terms of their reactions to the plan and philosophy.

4. The central office administrative structure should be kept as simple as possible. Each administrative unit should, under a carefully defined line-staff relationship, operate within a specific area of responsibility and with commensurate authority.

5. To maximize group accomplishment at the individual colleges, the number of subordinates reporting to a line officer should be limited to six (or no more than eight). No subordinate, although he may serve more than one agency, should report to more than one superior. Johnson refers to six agencies: curriculum and instruction, student personnel services, staff personnel, finance, plant and facilities, and community services (21). LaVire mentions subordinates in eight areas: curriculum and instruction, student personnel services, community-school leadership, staff personnel, school plant, school transportation, organization and structure, and school finance and business management (26).

6. An organization chart should show both line and staff positions.

7. Channels for appeal of decisions should follow the line of organization, the reverse of the pattern for delegation of authority. The right to appeal decisions and to be heard is expressed by Tannenbaum:

> A college administrator must ask himself how often teachers or members of the administrative staff come to him and lay their cards on the table. Do any of them ever say rather frankly how they feel about the administration and its policies? Do they feel hemmed in or that they are not respected as individuals? If they never voice their feelings or only do so occasionally, the administrator must ask himself why. What kind of atmosphere exists in the

organization that makes it difficult for people to approach someone in a higher position with these problems (35)?

8. Goetsch points out yet another principle:

One last principle, that of the influence of change, should be added to those above. This is that change, being always present, will necessitate continual restudy and rearrangement of the structure of organization (15).

9. Selznick deals with decentralization and social integration, a critical organizational problem in multi-unit development:

The necessity for a centralized administration decreases as the staff learns to work together. Decentralized control may be introduced with greater assurance of success as this homogenizing process takes place. The decision making process is thus placed close to the people who are most directly affected by it (33).

ADMINISTRATION AND LEADERSHIP

Good administration is characterized by a clear-cut delegation of authority and a definite assignment of commensurate responsibilities. Effective administration, in Corson's words, "is not necessarily reflected by a 'smooth-running machine.' . . . Good administration is better reflected by a capacity to keep the eye focused on basic ends, to adapt activities to the attainment of these ends, and to insure continual innovation" (5:120-121).

Three elements or principles of administration dealing primarily with efficiency are identified by Selznick as particularly appropriate in planning a multi-institution junior college district:

1. The chief executive of any organization sets the climate; his behavior is likely to be reflected in the reactions of his subordinates.

2. Effectiveness of authority depends primarily upon acceptance by subordinates. It is weakened when decisions are not in the best interests of those affected.

3. The morale of a staff also depends upon the level and type of their participation in policy formation (34).

Other elements are:

1. A multi-institution junior college district should be so administratively organized that *unity* is emphasized. That is, the administration should facilitate effective coordination of all campuses toward fulfillment of the educational objectives of the junior college district.

2. All personnel of an individual campus should feel that they belong to an identified group and have a definite "home base." Faculty and students want to be part of an individual campus, not part of a large district.

3. Those affected by policies, both within a campus and throughout the district, should have a part in shaping those policies. Since each campus is directly concerned with educational policies of the district, these people should share in the development of policies and plans of action. This is usually accomplished through district-wide committees, with representation from both faculty and administration.

4. Each administrative unit should have a clear definition of its functions, and of the authority and responsibilities of the individuals comprising it. This is usually spelled out in job descriptions and published in policy manuals.

5. Educational leadership enlists the abilities and aspirations of staff, faculty, and students and unites them in a common effort. Identification and development of leadership qualities of staff and faculty are vital responsibilities of the district executive as well as of the college administrator.

COMMUNICATION

Administrative efficiency depends, to a great extent, on strong links in the communication chain. Effective communication is based upon mutual respect; routes of communication are strongly affected by the particular status system observed in the district.

1. Communication takes place between people, not between positions or jobs. All individuals in colleges should therefore feel that vertical and lateral communication channels are open to them within the administrative structure of the district.

2. Communication channels should be so organized that communications move quickly, are routed through as few intermediate centers as possible, are transmitted over dual channels when particular emphasis or retention is desired, and move through automatically prescribed channels. Communication presents an intensive challenge to the district superintendent or chancellor of a multi-institution junior college district.

CENTRALIZED VS. DECENTRALIZED ADMINISTRATIVE STRUCTURE

chapter 4

This chapter will report, summarize, and offer comment concerning the responses to two inquiry forms sent to forty-five superintendents of multi-institution junior college districts and to seventy-five chief on-campus administrators of junior colleges in multi-institution junior college districts. Seventeen states are represented.

As mentioned in Chapter I, the first inquiry form requested information concerning: (a) the assignment of major responsibilities between the central administrative office and the institutions of that district; and (b) the degree of uniformity that exists among institutions within the district on many matters of operational concern.

The first inquiry form, then, called for factual responses relating to current practice in multi-institution junior college districts, while the second inquiry sought opinions concerning: (a) the advantages and disadvantages of the *multi-institution* junior college district compared with the *single-institution* district; and (b) the respective merits of a highly *centralized* administrative structure versus a *decentralized* structure in a multi-institution junior college district.

FIRST INQUIRY

A statistical summary of the responses to the first inquiry is shown as Table I. Comment concerning the inquiry follows the table.

Assignment of Area of Primary Responsibility (Part A)

As indicated in Table I, the primary responsibility in most districts is placed at the institutional level in the following areas: Certificated Per-

TABLE I

Tabulation of Responses to the Multi-Institution Junior College District Questionnaire

PART A

Item		Area of Primary Responsibility			
		College	District	Shared	Other
	Certificated Personnel				
1.	Selection and Assignment	45	1	22	1
2.	Evaluation and Supervision	67	0	2	1
3.	In-service Training	55	4	10	0
	Classified Personnel				
4.	Selection and Assignment	39	6	22	2
5.	Evaluation and Supervision	61	1	7	0
6.	In-service Training	45	9	14	1
7.	Curriculum Planning and Development	32	3	31	2
	Approval of Curricular Proposals Prior to Board Presentation				
8.	Transfer Curriculums	34	13	30	3
9.	Terminal, Occupational Curriculums	17	12	38	4
10.	Course Content and Organization	56	3	8	1
11.	Textbook Selection	62	1	6	0
12.	Library Book Selection	67	1	1	0
13.	Library Book Processing	43	15	7	3
14.	Student Activities Program, including clubs and organizations, assemblies, intramural and inter-collegiate athletics, and student government	63	0	4	1
	Other Student Personnel Functions				
15.	Admissions and Records	45	5	19	1
16.	Counseling	69	0	0	1
17.	Health Services	64	0	3	1
18.	Bookstore	49	9	7	1
19.	Food Services	42	15	10	1
20.	Scholarships and Loans	52	4	13	1
21.	Discipline	67	0	2	1
22.	Housing	38	1	1	2
	Research Relative to:				
23.	Physical Facility Planning and Utilization	5	29	32	1
24.	Student Personnel Services	43	6	20	0
25.	Instructional Improvement	45	2	21	0
26.	Educational Planning	19	7	41	1
27.	Other	2	0	3	0
28.	Faculty Committees	53	1	15	1
29.	Accreditation Activities	40	2	27	0
30.	Community Services	38	6	22	1
31.	Publicity	12	10	45	2
32.	Administrative Data Processing	7	41	20	0
	Business Functions (tax funds)				
33.	Purchasing	3	44	20	2
34.	Accounting	3	46	18	2
35.	Budget Development	6	11	50	2

Table I. Part A.—Continued on page 24

Table I—(Continued)

PART A

Item	Area of Primary Responsibility			
	College	District	Shared	Other
36. Budget Administration	13	19	34	1
37. Business Functions (student body funds)	53	4	11	0
38. Maintenance, Buildings, and Grounds	20	19	25	2
39. Warehousing and Supplies	14	32	18	1
40. Other	3	1	0	0
Totals	1491	383	679	44

PART B

Item	Degree of Uniformity Among Colleges Within the District		
	High	Partial	None or Very Limited
41. Calendar	61	5	2
42. Class Schedule	21	29	20
43. Graduation Requirements	44	17	9
44. Certificates of Achievement	38	22	6
45. Course Numbering and Titles	51	14	4
46. Salary Schedules and Fringe Benefits	69	0	0
47. Staffing Formulas	61	7	1
48. Teaching Load	60	9	0
49. Registration Procedures	19	40	10
50. Admission	62	8	0
51. Matriculation	53	15	0
52. Retention and Dismissal	57	11	0
Policies Pertaining to:			
53. Tenure	67	1	0
54. Vacation	68	1	0
55. Leave	68	1	0
56. Travel	61	8	0
57. Controversial Issues	55	14	0
58. Academic Freedom	63	6	0
59. Faculty Involvement in Governance	43	25	0
60. Student Activism	33	30	4
61. Other	3	0	0
Totals	1057	263	56

sonnel, Evaluation and Supervision; Certificated Personnel, In-service Training; Classified Personnel, Evaluation and Supervision; Course Content and Organization; Textbook Selection; Library Selection; Student Activities Program, including clubs and organizations, assemblies, intramural and intercollegiate athletics, and student government; Counseling; Health Services; Scholarships and Loans; Discipline; Housing; Faculty Committees; Business Functions (student body funds).

Areas where primary responsibility is placed upon the institution (but without the clear consensus of the preceding group) are: Certificated Personnel, Selection and Assignment; Classified Personnel, Selection and Assignment; Classified Personnel, In-service Training; Library Book Processing; Admissions and Records; Bookstore; Food Services; Student Personnel Services; Instructional Improvement; Accreditation Activities; Community Services.

In most instances, the respondents in the above group who did not ascribe primary responsibility to the institution for the items cited indicated a sharing of responsibility.

For two areas (7—Curriculum Planning and Development; 8—Transfer Curriculums), about half the administrators placed primary responsibility at the institutional level and about half (or a shade fewer) said that responsibilities were shared.

Most respondents reported that in seven areas the primary responsibility was shared—presumably on an approximately equal basis—between the district and the institution: Terminal, Occupational Curriculums; Physical Facility Planning and Utilization; Educational Planning; Publicity; Budget Development; Budget Administration; Maintenance, Buildings, and Grounds.

In reference to item 23 (Physical Facility Planning and Utilization), however, it should be noted that almost as many replies said the district had primary responsibility; and, for item 38 (Maintenance, Buildings, and Grounds), only a few more replies indicated shared responsibility than reported either primary district or primary college responsibility.

Primary responsibility at the district level was reported for only four areas: Administrative Data Processing; Purchasing; Accounting; Warehousing and Supplies. Only in Warehousing and Supplies did a significant number of districts report primary responsibility at the institutional level.

Summary Comments: First Inquiry

1. In personnel matters, both professional (certificated) and nonprofessional (classified), the primary responsibility most often appears to be a prerogative of the college. In a number of instances, though, the area of selection and assignment is seen as a shared responsibility.

2. Shared responsibility is frequently cited in curricular matters. In the occupational area especially, district-wide planning apparently is felt to be necessary because of decisions that must be made concerning the distribution of specialized programs among the colleges of a district.

3. Matters relative to course content and organization, textbook selection, and library book selection clearly are within the province of the college. Library book processing is an area of primary district responsibility where districts are large enough to effect significant economies by a central processing system.

4. The broad area of student personnel services is seen quite clearly as a college responsibility, especially student activities, counseling, health services, discipline, and housing. (In most instances, it should be mentioned, public junior colleges are concerned with housing to only a limited extent, if at all.) To varying degrees, districts are more involved in bookstore and food services, and scholarships and loans—presumably because these relate to finance. Even in these areas, however, it is evident that student personnel functions are usually the primary responsibility of individual colleges.

5. In the general area of research and planning, districts usually take the lead—and the primary responsibility—in physical facility planning and utilization. In educational planning (and here again, particular interest exists in district-wide planning in the area of occupational education), shared responsibility is widely reported. Research on student personnel services and improvement of instruction is mainly college-based, although a number of sharing situations were reported in these areas.

6. While primary responsibility for accreditation-related activities is most often ascribed to colleges, many administrators report shared authority. Policies of regional accrediting agencies could be a factor in determining assignment of this responsibility.

7. Publicity appears to be of equal concern to both the district and the individual institution. Personal experience suggests that publicity related to college personnel and activities can best be handled by campus-based staff members, while publicity concerning governing board or other district-wide matters should be disseminated from the district's central office.

8. In matters pertaining to finance and housekeeping, district responsibility is predominant, particularly for purchasing, accounting, and warehousing and supplies. Budget development and budget administration are usually a shared responsibility. Student body business functions are most often a primary college responsibility.

9. Of the forty areas listed, many more were cited as primary college responsibility than as primary district responsibility. Clearly, most of the respondents to this inquiry feel that their institutions enjoy a large measure of autonomy.

Degree of Uniformity Among Colleges Within the District (Part B)

In view of Part A responses, which show that major responsibilities are most often assigned to the individual institution, Part B responses which report a high degree of uniformity among a district's colleges are of particular interest. In Part B, the replies reporting a high degree of uniformity among institutions exceed the combined replies citing either partial or none or very limited degrees of uniformity in all but three instances. The exceptions are class schedules, registration procedures, and student activism policies.

In pondering what appear to be conflicting outcomes of the two parts of this inquiry we find three possible explanations:

1. Less college autonomy actually exists than the respondents believe to be true.

2. The list of areas of concern in Part B may not be representative. Perhaps areas of concern that necessitate a lesser degree of uniformity were inadequately represented in a listing that was not intended to be all-inclusive.

3. Relative college autonomy (and the creativity and innovation that many feel tend to accompany a high degree of autonomy) can exist—and even flourish—where a high degree of uniformity exists among colleges of a district on many policies and other operational concerns. As a concomitant of this interpretation, it is also suggested that a good deal of joint decision making, involving both college and district personnel, commonly occurs in the development of district-wide regulations and proposed board policies.

The third view expressed above seems most likely.

California Responses Compared to Out-of-California Responses

Approximately half the administrators answering the first inquiry were California district superintendents and college presidents. What may seem to be a disproportionately high response from the Golden State can be explained, at least in part, by the fact that California has not only many public junior colleges, but also many multiple-institution junior college districts.

Because of the almost even split between California and out-of-California respondents, the two groups were easy to compare. These comparisons indicate that:

Part A

1. In California, considerably more responsibility is placed upon the college (than is true out of California) in these areas: Curriculum Planning and Development; Transfer Curriculums; Terminal, Occupational Curriculums; Course Content and Organization; Admissions and Records; Bookstore; Scholarships and Loans; Accreditation Activities.

2. In California, somewhat more responsibility is given the college in these areas: Library Book Selection; Food Services; Student Personnel Services; Instructional Improvement; Faculty Committees; Publicity.

3. In California, somewhat more responsibility is assumed by the district in these areas: Classified Personnel, Selection and Assignment; Purchasing; Accounting; Budget Development; Budget Administration; Maintenance, Buildings, and Grounds; Warehousing and Supplies.

4. No significant differences between California and out-of-California replies were noted in other Part A areas, such as selection and evaluation

of certificated personnel, student activities, counseling, physical facility planning and utilization, educational planning, and budget development.

5. In summary, it is apparent that in California junior college districts the individual institution is assigned greater responsibility in matters pertaining to curriculum, instruction, and student personnel, while the district assumes more responsibility in areas having to do with classified personnel, finance, and operations. Perhaps it can be said, therefore, that California junior college districts take more of the responsibility for getting and keeping the battleship in fighting trim but, at the same time, allow the professional crew more freedom in selecting battle tactics.

Part B

1. In California, considerably less uniformity exists in only one area, item 42, (Class Schedule).

2. In California, somewhat less uniformity exists in four areas: Graduation Requirements; Certificates of Achievement; Course Numbering and Titles; Registration Procedures.

3. In California, somewhat more uniformity exists for items 50 and 51 (Admissions and Matriculation respectively), as well as in the following policy areas: Travel; Controversial Issues; Academic Freedom; Faculty Involvement in Governance; Student Activism.

For the tenure, vacation, and leave policy items (53, 54, and 55), the one response not reporting a high degree of uniformity was from out of California.

4. No significant differences between California and out-of-California replies were found in five areas: Calendar; Salary Schedules and Fringe Benefits; Staffing Formulas; Teaching Load; Retention and Dismissal.

5. Overall, it appears that California junior colleges have more uniformity in certain policy and procedural areas but less in areas that reflect the somewhat greater degree of autonomy they have in curricular matters.

SECOND INQUIRY

A synthesis of the thirty-nine responses received from junior college administrators of twelve states to this two-part opinionnaire is provided, together with summary comments.

Advantages and Disadvantages of the Multi-Institution District (Part A)

As will be noted upon examining the pro and con listings that follow, certain of the responses were keyed primarily to the question of college size (i.e., whether a district of a given size should operate one large college or two or more smaller ones), while other responses indicated greater concern with the question of district size. It should be further noted that several respondents, while favoring the multi-institution dis-

trict (at least in their situations), could nevertheless build strong cases for the single-institution district in other circumstances. Their arguments are included among the following.

Advantages of the multi-institution district:

1. Assures a broader, more stable tax base

2. Minimizes unhealthy competition among colleges. Presumes that competition among two or more proximate colleges can best be held at a constructive level when these institutions are in the same district

3. Permits juggling of finances to cope with temporary pressure points in campus development. A Michigan president points out that the multi-institution district "can provide in the established campuses a cushion against the high operating costs experienced in the startup of new campuses"

4. Minimizes likelihood of a district having to operate under a parochial policy framework. Provides for an averaging of a wide segment of public opinion and removes the individual college from the whims of a local population

5. Permits provision of strong central office logistic support (e.g., facility planning, research, recruitment) to the colleges

6. Enhances the district's attraction of top talent for the chief administrative officer position when that district is of sufficient size

7. Facilitates centralization of certain business and housekeeping functions, thereby reducing administrative cost and providing the chief campus administrator with more time for matters of immediate educational concern

8. Results in avoidance of unnecessary duplication of specialized vocational programs. Each college can specialize in specific areas

9. Provides greater opportunity to share ideas, staff, and equipment among colleges in the same district

10. Increases effectiveness of efforts to interpret junior college financial needs to state and federal legislators when such efforts are made by a smaller number of larger units

11. Provides for ease of student transfer from one college to another within the same district. Interdistrict permit restrictions often limit student mobility

12. Provides greater opportunity for experimentation by comparative analysis of control and experimental groups

13. Has additional benefits accruing to a district consisting of two or more smaller institutions rather than one large one, such as:

    a. By providing better accessibility, junior college educational opportunities are made available to more people

    b. Greater personalization of education can be achieved in smaller institutions

c. A higher percentage of a district's total student body has the opportunity to participate in meaningful student activities

d. A greater measure of local public identification and support is likely to be engendered, and

e. Creation of a campus of moderate size in a community is less disruptive in terms of such matters as roads, sewers, and parking, as well as social impact.

Disadvantages of the multi-institution district:

1. May not be sufficiently sensitive to the various and varied service areas within the district

2. Because of its necessarily more complicated administrative structure, is not as well suited to innovative change as is the simplicity of the unified leadership (by one superintendent-president) in a one-college district

3. With control of the institution distant from the community it serves, will find it more difficult for the community to identify with the institution

4. Can be damaged by sectionalism within a district composed of two or more communities, especially when junior college tax measures are up for vote

5. May find that district office personnel tend to be too directive

6. May deprive the chief district administrator of the psychologically more rewarding, on-campus assignment. He may lose personal touch and feel like an "outsider," as a man from Missouri put it. A California superintendent laments that "innovation from the central office is many times more difficult because, if you go directly to the faculty, you demoralize your presidents; and, when you go through a president, the imaginative idea you feel can't miss takes on so much of his coloring you are sure it can't hit." A Texas superintendent claims it was a "helluva lot more fun" in a one-college district when everyone was "in the same boat"

7. Will find that both building costs and, at least initially, operating costs are greater

8. Will have the rivalries and conflicting interests of competing institutions inevitable within multi-institution districts. In one such district, a Michigan president stated, "Competition among colleges can easily deteriorate into hostility as the needs of each institution are evaluated continually against the needs of the others"

9. Will likely have one college oriented more towards "blue collar" educational programs and the other towards "white collar" programs with probable unfortunate social consequences

10. Will have to make decisions concerning one institution in light of their affect upon the district's other institution(s); there is never the pos-

sibility of making a decision based *solely* upon the consideration of what would be best for a particular college.

Summary Statement: Second Inquiry

Intuitive, subjective judgments ultimately must be applied in seeking the answer to whether, under a particular set of circumstances, a larger district or two or more smaller ones are better, or whether a single large college or a number of smaller ones can better meet the junior college educational needs of a district. Although categorical answers may not be possible, examination of the views expressed by many junior college educators in key administrative positions throughout the nation can be helpful—together with study of all demographic, geographic, fiscal, historical, and political factors that seem locally pertinent.

Merits of Both Centralized and Decentralized Administrative Structures (Part B)

Although a majority of those replying to this opinionnaire favored a decentralized administrative structure in a multi-institution junior college district, a greater number of different advantages were cited for the centralized administrative approach.

In comparing the following two opposing listings, it becomes evident that in certain instances essentially the same arguments are used to support divergent positions. It will be noted, too, that many of the views cited are reciprocal.

Merits of the Centralized Administrative Structure

1. Facilitates efficient fiscal control and makes possible economies in purchasing, building construction and maintenance, equipment, space utilization, etc.
2. Provides for efficient coordination and use of services of all personnel (administration, faculty, and classified). Makes possible greater flexibility of staff assignments, such as providing for maximum faculty mobility in highly specialized instructional areas
3. Results in less wear and tear on the top administrator, who can feel more certain that he is in control of the situation and has his finger on the pulse of all activities within the district
4. Lessens the difficulty of the chief campus administrator in defending certain decisions that have been made by district officers
5. Eliminates the need for a chief executive on each campus
6. Makes equal treatment of all institutional elements easier to achieve
7. Provides for more effective channels of communication up and down the line, thereby minimizing misunderstandings. One California superintendent expressed the view that, in order to maintain effective

communications in districts with more than three colleges, a stronger central system of administration becomes necessary

8. Speeds up implementation of decisions made at the district level and minimizes unproductive dialog

9. Aids achievement of uniformity of practice in areas where it will benefit students (e.g., uniform course numbering and titles to facilitate transfer among the district's institutions, and admissions and records)

10. Leads to less empire-building on individual campuses. Minimizes rivalry among institutions in such matters as facilities, specialized occupational programs (especially the more prestigious ones), and student activities (most notably, athletics). Jealousies among campuses with a high degree of autonomy can go so far as to involve community individuals and groups, as one battle-weary superintendent pointed out

11. Prevents placing too much emphasis on individual institutional prestige and insufficient emphasis on the provision of maximum educational service. "We have enough institutional ego already," in the opinion of one chief administrator of a California district, "without working at the job of building new ones. I hope that we can stress educational programs more than we do institutional ego"

12. Facilitates optimal distribution of occupational training programs in accordance with localized needs within the district

13. Facilitates use of district-wide committees in such areas as load, finance, and salary

14. Eases and speeds community contacts and minimizes possibility of a "bad press" resulting from conflicting information disseminated from different institutions within a district (particularly in a metropolitan situation where one community basically constitutes the district)

15. Facilitates the work of state officials who deal with junior college districts (e.g., handling of applications for state and federal appropriations of various kinds)

16. Effectuates education of, and communication with, the governing board.

Merits of Decentralized Administrative Structure

1. Encourages college initiative, which invariably results in greater creativity. An Iowa college dean feels that the decentralized approach tends to assure "the advantages of individual initiative, innovation, and uniqueness necessary to a healthy, vibrant campus." (Note: This point received primary emphasis by almost all decentralization proponents)

2. Makes possible stronger rapport with students, greater relevancy of the education program to local community needs, and a quicker response to the changing nature of these needs

3. Fixes responsibility more firmly and thus minimizes "buck passing" (e.g., "I don't agree with the decision but the district office says it has to be done this way")

4. Places responsibility where it belongs—at the scene of the action

5. Develops more able leadership among college administrators to whom a greater degree of responsibility has been delegated. As put by one college president, "The decentralized structure demands responsibility from campus personnel. It is our job to do, we know it, and we shall stand behind it"

6. Improves opportunities for involving personnel in decision making and thus should strengthen morale

7. Keeps working groups (administrative, faculty, staff) smaller

8. Speeds up many college-level decisions

9. Lessens cost of operation in some respects. District office administrative overhead cost is certainly less

10. Facilitates handling of accreditation processes where accrediting associations require separate institutional qualification

11. Results in increased support of a college's activities by its community in that a community's interest in a junior college corresponds somewhat to the degree of separate identity or autonomy an institution has achieved.

Other Comments

Six further observations concerning the administration of multi-institution districts were made by respondents:

1. A greater degree of institutional autonomy is needed in those districts whose colleges are situated in different communities (as contrasted with the multi-institution district within one large city)

2. A newly formed multi-institution district can benefit from initial establishment of a highly centralized structure if a definite plan has been developed to provide for transition to a much more decentralized structure as the staff matures, the colleges grow, and agreement on goals is achieved

3. In larger districts particularly, intercollege committees and councils must be utilized to achieve system and organization in a decentralized operation. If the representative nature of curriculum development, policy formation, etc., is to be retained, according to a Georgia junior college president, it is necessary to work through committees with representation from each campus

4. District offices should be located off campus. As seen by the dean of a Mississippi junior college, the locating of a district office on a campus causes many problems and offers few advantages

5. Vocational advisory committees should function on a district-wide basis. With the possible exception of districts whose colleges are widely separated, only one advisory committee should serve for each vocational field even though two or more programs in a given field might be provided within the district

6. Of particular moment in all multi-institution districts, regardless of administrative structure, are effective communications. As stated by another California superintendent, "communication runs like a golden thread through the warp and woof of multi-campus administration." He adds that an effort to decentralize administration and to create colleges as independent as possible makes good communication that much more difficult, but at the same time that much more important.

Summary Statement: Second Inquiry

Maximum central control can result in maximum efficiency, economy, and impartial treatment of institutions, but risks depersonalization, avoidance of responsibility, and lower morale. Maximum campus control can encourage creativity, increase program relevancy, and further morale, but can result in inefficient handling of matters of district-wide concern, intercollege competition undesirable in nature or extent, and communication problems. A balanced pattern of central and individual-institution strength, therefore, seems best. Fiscal and property management should be centered in the district office; curriculum, personnel management, and student personnel services should be emphasized on the campus; and a spirit of cooperation and district awareness (as well as institutional pride) should prevail to assure the best possible programs for the largest number of students in the entire district.

On balance, it appears that the multi-institution junior college district *in appropriate situations* has more going for than against it. The emphasized phrase should be heeded, however, because so many experienced administrators feel that the multi-institution district presents a number of special administrative problems. It follows, therefore, that this type of district should be brought into existence only after it has been concluded that this will result in a significant improvement in educational services.

It is becoming increasingly apparent, however, that the multi-institution district can often function much more efficiently than can two or more smaller districts serving the same area. One California college president, with long experience in a district that operated only one college for a number of years but now operates three, believes that multi-institution districts are bound to become more numerous as population and urbanization increase. "Nostalgia," he said, "may be all that is left [in California] to those who admire the single-institution district in urbanized areas."

It is not a question, then, of whether the multi-institution district should be, but of what kind of administrative structure enables its personnel to use the district's resources most effectively.

The views of multi-institution district administrators presented in this chapter may lead different readers to different conclusions. For this writer, they provide further evidence that the educational needs of a multi-institution junior collge district can best be met by an organiza-

tional system that provides a great deal of institutional autonomy. It must be granted, of course, that the proper balance between autonomy and centralization for one district may not be right for another and, further, that a sharing of responsibility exists to a considerable degree in all multi-institution districts. In fact, more shared authority prevails, in this writer's opinion, than is often realized by personnel of either decentralized and centralized districts.

CASE REPORTS AND ORGANIZATION MODELS

chapter 5

Visits to five junior college districts provided considerable information pertinent to any discussion of multi-institution junior college districts.* Each of the districts visited developed its own unique organizational pattern and strategy. The institutions visited were: Chicago City College, Illinois; Contra Costa Junior College District, California; Long Beach City College, California; Maricopa County Junior College District, Arizona; San Diego Junior College, California.

CASE REPORTS

These five multi-institution junior college districts provided a varied sample of organizational patterns. Two of them (Long Beach and San Diego) were part of unified school districts, while Contra Costa Junior College District originally began with two separate campuses. Chicago City College has been classified as a single institution with branch campuses, and Long Beach City College has been considered a multi-program institution. Maricopa County District started as a single college (Phoenix) with three campuses, but has evolved into three colleges, with one president as the chief administrator for the district. Each of the five districts visited has evolved in its own unique fashion. Among the five districts were several areas of interest. Two, however, seemed to be of interest to all: governance (concern with campus autonomy), and the community college concept (concern with the relationship of the community to the individual campus within multi-institution junior college districts).

*Authors are indebted to Richard H. Jones, Dean of Student Personnel Services, Prairie State College, Chicago Heights, Illinois, who prepared a series of case reports while associated with the Clearinghouse for Junior College Information, U.C.L.A.

GOVERNANCE

There appeared to be considerable interest in and attention to governance at all five of the multi-institutional districts visited. "What," one president asked bluntly, "do we mean by 'autonomy' in a multi-institutional junior college district?" With that question he struck at the heart of the matter. Each of the districts has its own unique organization and resultant definition of autonomy.

Responses to questions regarding autonomy were extremely varied, depending on the individual and his position within the organization. There appears, however, to be a significant trend towards greater campus autonomy, that is, towards more campus self-government. This confirms the trend found by Arthur M. Jensen during his investigation in 1963-64. The one exception to this generalization is found in Long Beach City College. There the trend appears to be towards centralized organization and control in a single location, which has resulted in less autonomy for the two campuses. Nevertheless, this trend is consistent with the structure of an institution that favors a multiprogram organization.

The two multi-institution junior college districts that were organized within a unified school district operate under a board of governors responsible for public education in elementary and secondary schools as well as in the junior colleges within the district. Long Beach City College and San Diego City College currently function in unified school districts, but under a recent California law, they must separate by 1971. San Diego will become a separate district effective July 1, 1969, but will share the same board until July 1, 1971. As recently as 1966, Chicago City College functioned under the jurisdiction of the Chicago Board of Education, but the recent Illinois Master Plan and its enabling legislation provided it with its own board of governors on July 1, 1966. This permitted an administrative reorganization, which, in the opinion of the administrators interviewed, will eventually result in the development of more campus autonomy for the eight campuses.

CONCEPT OF THE COMMUNITY COLLEGE

A second area of interest to all administrators visited was the concept of the community college, in particular: What *is* the community of a given college or campus? Each district has a tendency to view itself as the community—perhaps rightly so. Site administrators also have their own view of the community and they often differ. The site administrator regards the community in light of students attracted as well as of the needs of the adjacent community, whether business or residential. Two of the districts visited provided good examples of the influence of the adjacent community on the students who attend the institution as well as on external relationships.

Contra Costa Junior College District contains two institutions some thirty miles apart, located in very different environments. Contra Costa Junior College is adjacent to a thriving industrial section and to older residential areas, whereas Diablo Valley College has developed in an

environment perhaps best described as suburban-residential. Both reflect the influence of their surrounding communities. Contra Costa, for example, numbers among its student body a considerably higher proportion of minority-group students than does Diablo Valley College, and its course offerings reflect the interest of its adjacent industrial community. On the other hand, Diablo Valley College has courses and community offerings distinctly geared to the needs of its less heterogeneous patrons. Indeed, it seems clear that such offerings are far more adaptable to the requirements of that institution's adjacent community than to those of the entire district. The authors of this monograph feel very strongly that a community college must serve the educational needs of that community.

San Diego Junior College District provides another example. Here the concern is more with minority-group students and with business and industry-related courses than it is at its second campus, Mesa College, located some eight miles away in a more residential, suburban environment. An examination of community services and continuing education would also reveal significant differences in emphasis in both examples.

Maricopa County Junior College District has located its three institutions in widely separate areas that are strongly influenced by their immediate communities. Phoenix, the original and oldest college, is located in a large urban area; Mesa Community College, in a residential area with a cosmopolitan atmosphere; and Glendale Community College, in an agricultural area.

It should be noted that the size of a given district may affect the amount of influence exerted upon separate institutions within it. Long Beach City College, considered a single institution wihin a single community of 127 square miles, may be contrasted with Maricopa County Junior College District, which has several college communities in an area of some 9,200 square miles. Long Beach City College, although it is a multi-campus, has essentially one community. By contrast, Maricopa County Junior College District has several different communities widely separated geographically, with each campus being influenced by its immediate geographic region.

It is surprising that in only one area of *assumed* responsibility were all five districts exactly parallel—administrative data processing. Several important reasons were given by the districts for assuming this responsibility, including high initial cost, need for specialized staff, special facilities, and better use of equipment.

Among the visited districts, several areas of assigned responsibility were exactly parallel at the various campuses. They were the selection, assignment, and in-service training of certificated personnel; the student activities program (it was noted that no individual at the district level represented student activities); admission and records; counseling; health services; financial aids; campus discipline; research related to

instructional improvement. Again, all of these findings are identical to those found by Jensen on his visits to these districts.

The degree of uniformity among the colleges within the several districts was high in calendar, salary schedules and fringe benefits, matriculation procedures, and policies pertaining to tenure, vacation, leave, and travel. Among the colleges within a given district, it was likewise generally high. Long Beach City College was high in uniformity in all areas surveyed. This uniformity reflects the administrative organization and the trend to centrality of control. In contrast, Contra Costa Junior College District, although high in overall uniformity, had the largest number of areas where there was only partial uniformity among its colleges. This reflects the initial establishment of two separate institutions at once and a philosophy of encouraging campus involvement in district affairs with a maximum campus autonomy.

Among districts, the varying degrees of uniformity in district-wide policies show significant differences in the kinds of policy that are accepted uniformly. The policies relating to tenure, vacation, leave, and travel were found to be uniform among the multi-institution junior college districts. However, those policies relating to controversial issues, academic freedom, faculty involvement in governance, and student activisms were not uniform. Only Long Beach City College had a high degree of uniformity among all policies. The other districts varied from partial to no uniformity in selected areas.

Two major policies in which there was only partial uniformity among colleges within a given district were noted: controversial issues and student activism. It is significant that Long Beach City College, which tended towards central authority and control, now has high uniformity in these policies on all campuses within the district. The other districts, all tending toward more campus autonomy, have only partial uniformity in policies on controversial issues and student activism. A contributing factor may be that student personnel services are not represented at the district level. This contention is supported by the assignment of student personnel services to the respective campuses within each of the multi-institutional junior college districts.

Each district has developed a unique administrative structure and organization. Each has provided for the many areas of responsibility in a manner suited to itself. The lack of consistency or uniformity of the overall operation among the visited districts was striking, whether of philosophy, acceptance by the district of selected responsibilities, or the assignment of responsibilities to the colleges within the district. There is little doubt, however, that each district has focused on the student and the community in the development and implementation of its present organization and operation.

Table II and Table III show the responses made by district personnel regarding the areas of primary responsibilty and degree of uniformity.

TABLE II

Areas of Primary Responsibility in Selected Multi-Institutional Junior College Districts

Responsibility	Assigned to: Chicago City College	Contra Costa J.C. District	Long Beach City College	Maricopa County J.C. District	San Diego City College
1. Certificated Personnel					
Selection and Assignment	2	2	2	1	1
Evaluation and Supervision	2	2	2	2	2
In-service Training	2	2	2	2	2
2. Classified Personnel					
Selection and Assignment	2	2	1	1	2
Evaluation and Supervision	2	2	2	1	2
In-service Training	2	2	1	1	2
3. Curriculum Planning and Development	2	2	2	3	2
4. Approval of Curricular Proposals Prior to Board Presentation					
Transfer Curricula	3	2	2	3	1
Terminal, Occupational Curricula	3	2	2	3	1
5. Course Content and Organization	2	2	2	2	2
6. Textbook Selection	2	2	2	2	2
7. Library Book Selection	2	2	2	2	2
8. Library Book Processing	2		2	1	2
9. Student Activities Program, including clubs and organizations, assemblies, intramural and inter-collegiate athletics, and student government	2	2	2	2	2
10. Other Student Personnel Functions					
Admissions and Records	2	2	2	2	2
Counseling	2	2	2	2	2
Health Services	2	2	2	2	2
Bookstore	2	2	2	1	1
Food Services	2	2	2	1	1
Scholarships and Loans	2	2	2	2	2
Discipline	2	2	2	2	2
Housing					
11. Research Relative to:					
Physical Facility Planning and Utilization	1	1	2	3	1
Student Personnel Services	3	2	2	2	1
Instructional Improvement	2	2	2	2	2
Educational Planning	2	1	2	3	1
Other					
12. Faculty Committees	3	2	2	2	2
13. Accreditation Activities	3	2	2	2	2
14. Community Services	3	2	2	2	
15. Publicity	1	2	3		2
16. Administrative Data Processing	1	1	1	1	1

Table II.—Continued on page 41

Table II—(Continued)

Responsibility	Assigned to: Chicago City College	Contra Costa J.C. District	Long Beach City College	Maricopa County J.C. District	San Diego City College
17. Business Functions (tax funds)					
Purchasing	3	1	1	1	1
Accounting	3	1	1	1	1
Budget Development	3	1	1	1	1
Budget Administration	3	1	1	1	1
18. Business Functions (student body funds)	2	1	2	2	1
19. Maintenance, Buildings and Grounds	2	2	2	1	1
20. Warehousing and Supplies	3	1	1	1	1

Key: 1—District
2—College
3—Joint

TABLE III

Degree of Uniformity Among Colleges Within the District Among Selected Multi-Institution Junior College Districts

	High					Partial		
1. Calendar	1	2	3	4	5			
2. Class Schedule			3			1	2	4
3. Graduation	1	2	3	4				
4. Certificates of Achievement	1	2	3		5			4
5. Course Numbering and Titles	1		3	4	5		2	
6. Salary Schedules and Fringe Benefits	1	2	3	4	5			
7. Staffing Formulas	1	2	3	4				
8. Teaching Load	1	2	3					4
9. Registration Procedures	1		3		5		2	4
10. Admission		2	3	4	5	1		
11. Matriculation	1	2	3	4	5			
12. Retention and Dismissal	1	2	3	4				
13. Policies Pertaining to:								
a. Tenure	1	2	3	4	5			
b. Vacation	1	2	3	4	5			
c. Leave	1	2	3	4	5			
d. Travel	1	2	3	4	5			
e. Controversial Issues			3			1	2	4
f. Academic Freedom	1		3	4	5		2	
g. Faculty Involvement in Governance			3	4	5	1	2	
h. Student Activism			3			1	2	

Key: 1—Chicago City College
2—Contra Costa J.C. District
3—Long Beach City College
4—Maricopa J.C. District
5—San Diego Junior College

Models, with brief explanations, of several administrative organization patterns in other than multi-institution districts conclude this chapter.

STATE JUNIOR COLLEGES

Local control of public education is a long-established national pattern. Education—a clear responsibility of the states—has for generations been delegated to the people, who, in the case of the public junior college, have traditionally elected boards of trustees. Other systems emerged in the 1960's to challenge local control of junior colleges. Separate state junior college boards have been established as supervisory or coordinating agencies over groups of junior colleges in Alabama, Colorado, Connecticut, Delaware, Massachusetts, Minnesota, New Hampshire, Vermont, and Virginia. Jurisdiction over two-year colleges was given to existing state boards of higher education in Georgia, Hawaii, North Dakota, Oklahoma, Rhode Island, Tennessee, and West Virginia. In Arizona, California, Florida, Illinois, Michigan, New Jersey, New York, North Carolina, Oregon, Texas, and Washington, state coordination is rapidly increasing.

Only six of the fifty states have, at present, no "definable state-level control or coordinative agency": Idaho, Louisiana, Montana, Nebraska, Nevada, and South Dakota (38).

In states that have developed junior college supervisory and/or coordinating agencies, local control has generally not been weakened (30).* No state presently supports a state agency that governs rather than coordinates junior colleges.

Since 1950, the trend in state governance of public education has definitely favored coordinating rather than governing agencies—from boards with clearly defined legal responsibilities to boards with vague definitions of responsibilities (14). Examples of recently created state agencies that function as coordinating boards include: The Coordinating Board: Texas Colleges and University system, Illinois Junior College Board, Arizona State Board of Directors for Junior Colleges, Michigan State Board for Public Community and Junior Colleges, Oklahoma State Board of Higher Education, Ohio Board of Community Colleges, and the Board of Trustees of the State University of New York.** In all states represented and in others such as Florida and Washington, local boards of trustees are allowed to govern the local college.

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* For guidelines for controlling the development of state systems, see: B. Lamar Johnson. "State Controlled Junior Colleges: Values, Problems, and Proposals." *State Junior Colleges: How Can They Function Efficiently?* Atlanta: Southern Regional Education Board, 1965, p. 23-24.

** For an excellent appraisal of advantages of a coordinated state system of two-year colleges, see: Kermit C. Morrissey. "An Alternative: State Control." *Junior College Journal*, May 1966, p. 16.

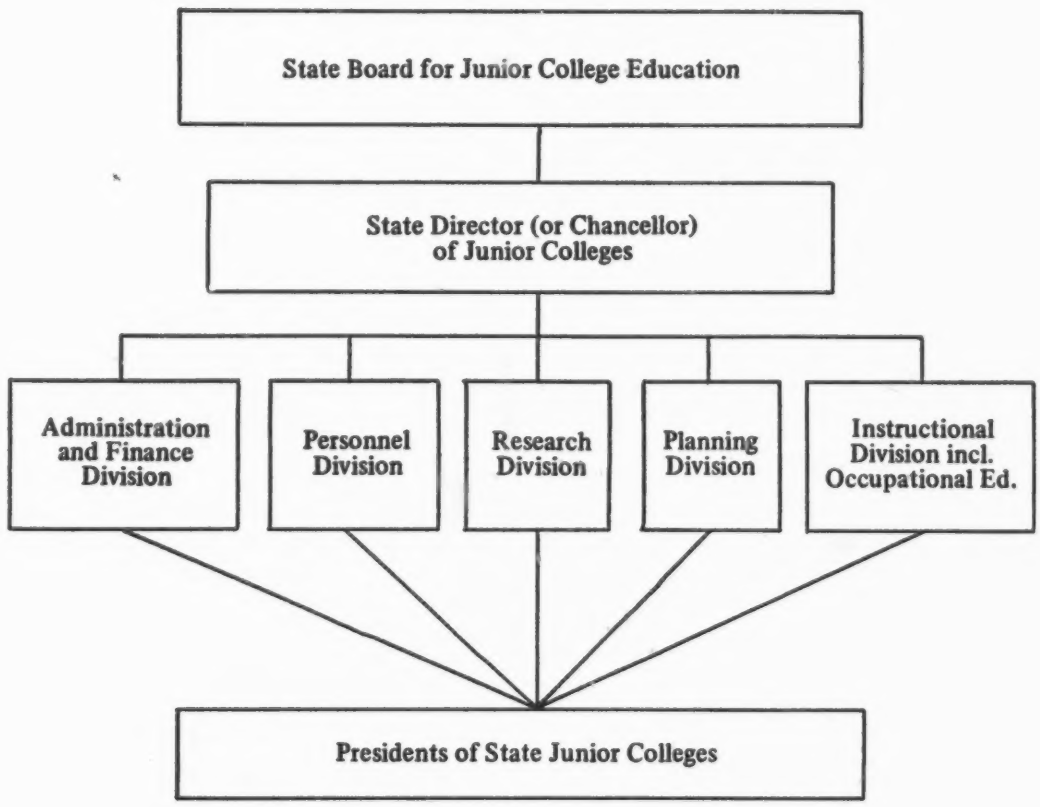
Divisions representing five areas of coordination serve in the composite state junior college system under the state executive, variously entitled "state director," "director," and with growing frequency, "chancellor"—administration and finance, instruction, research, planning, and personnel. A sixth function, recommended as a separate division for the Massachusetts system, is usually implemented by committees of the board, namely, liaison with other state agencies. Coordination of occupational education is similarly provided in some states. Illinois illustrates both situations.

In Virginia, state and local jurisdictions contribute financial support, both capital outlay and operating funds. There is no separate central office. The chief officers on the central campus have their counterparts on other campuses from the level of dean of instruction on down, there being only one president. Counterparts on campuses are known as "assistant deans," "assistant business managers," etc.

ADMINISTRATIVE ORGANIZATION PATTERN

FOR STATE JUNIOR COLLEGES

A COMPOSITE


State Board for Junior College Education
State Director (or Chancellor) of Junior Colleges
Administration and Finance Division
Personnel Division
Research Division
Planning Division
Instructional Division incl. Occupational Ed.
Presidents of State Junior Colleges

UNIVERSITY BRANCH SYSTEMS

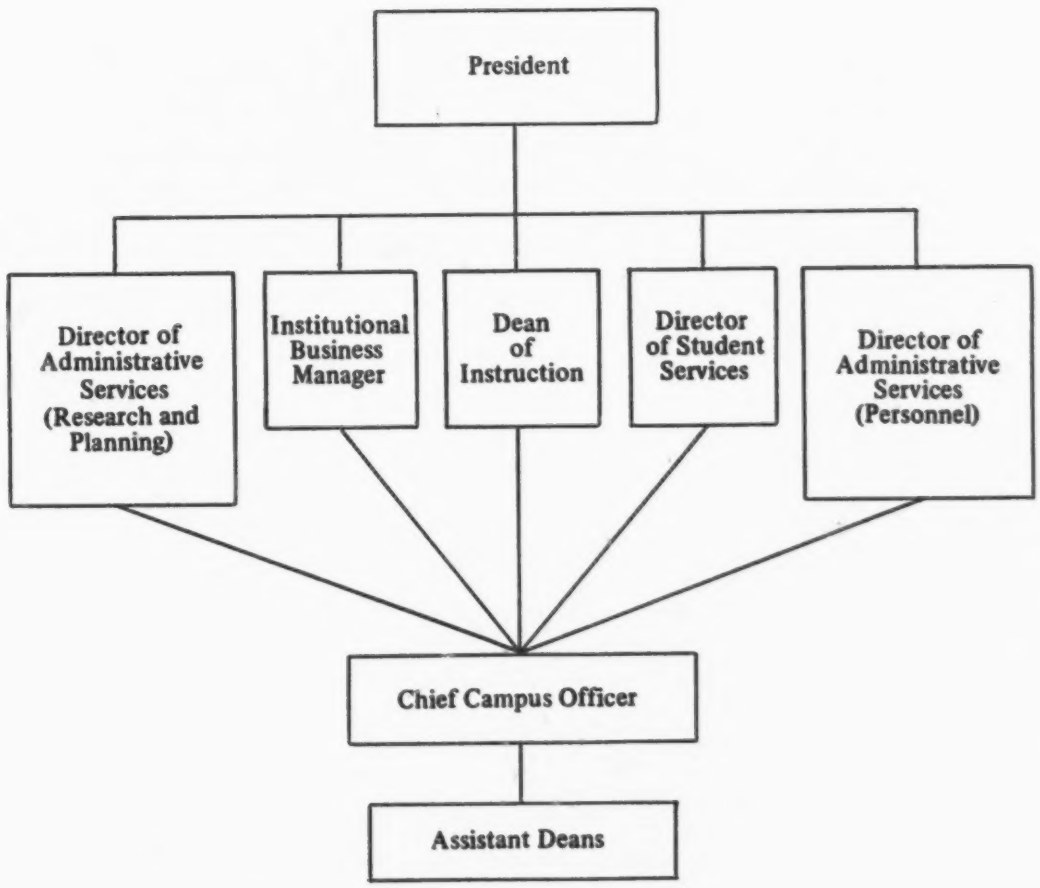
Two-year branches of senior college or university systems are found in only a few states. Not more than six or eight states retain this type of administrative organization, e.g., Alaska, Indiana, Kentucky, Pennsylvania, and Wisconsin. Two-year branches established in communities throughout a state generally mirror the senior college and university by stressing transfer education.

High academic standards, economy, and administration effectiveness are three advantages ascribed to the branch system, but the weight of evidence is against it, if comprehensive education for the many is the primary goal of American higher education (29).

MULTICAMPUS COLLEGE UNDER VIRGINIA

STATE DEPARTMENT OF COMMUNITY COLLEGES –

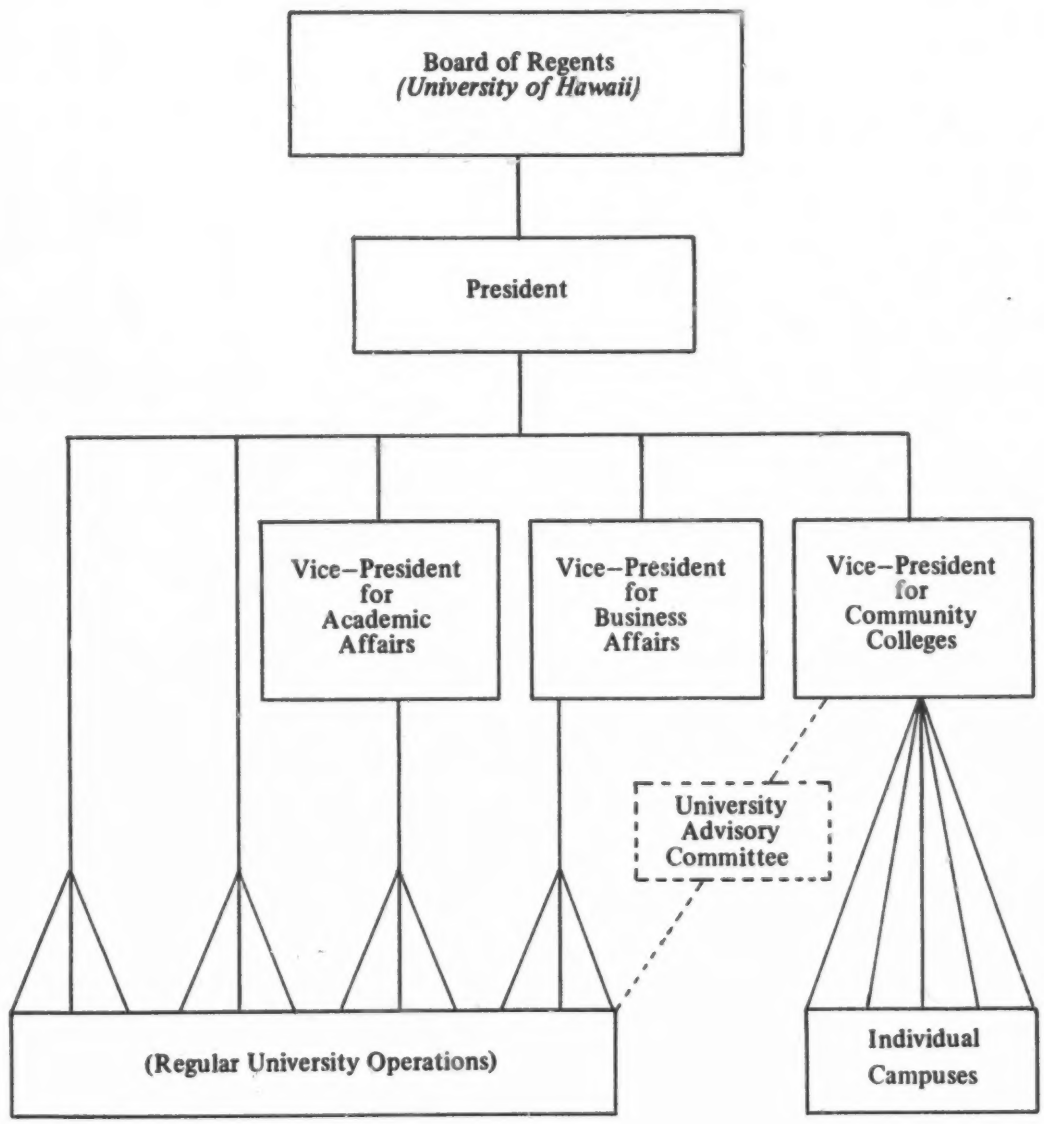
STATE AND LOCAL JURISDICTION SUPPORT



The Hawaii and Pennsylvania plans are presented here as distinctively different patterns, rather than as composite views of administrative structure.

Educational and political leaders of Hawaii are determined to treat the two-year colleges as "equal partners or integral segments in the state's higher-education program" (25). In addition to the technical-vocational programs, all community colleges offer both transfer and

ADMINISTRATIVE ORGANIZATION PATTERN FOR THE HAWAII COMMUNITY COLLEGE SYSTEM

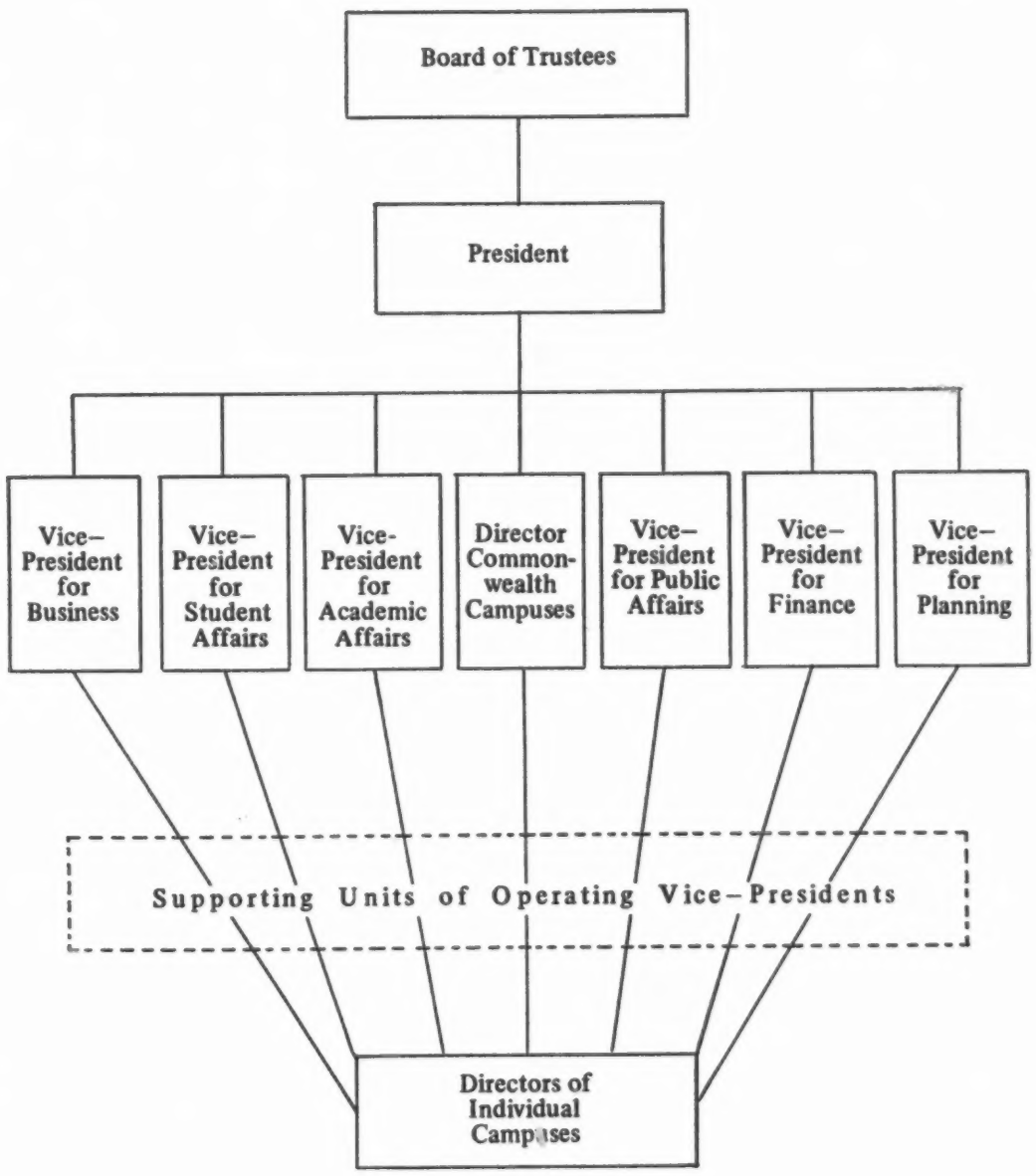


extended day or evening programs. Chief administrators are called "provosts," a traditional university title. Provosts report directly to the university vice-president for community colleges.

ADMINISTRATIVE ORGANIZATION PATTERN

FOR THE PENNSYLVANIA STATE COMMONWEALTH

CAMPUS SYSTEM



The administrative organization pattern for the Pennsylvania commonwealth campus system is fundamentally different. The directors of the campuses report to the president of the university through the director's office. They are broadly responsible for all aspects of university operation at their respective campuses and in the area of the state served by the campus. They and their administrative assistants carry out day-to-day operations by working intimately with all the supporting units and offices of the operating vice-presidents.

The administrative supporting units are in reality separate offices in each college, headed by an assistant or associate dean of that college for commonwealth campus coordination.

The campus director administers delegated budgets for business operations (including physical plant operation), for student affairs activities at his campus, and for matters relating to public affairs. All fiscal accounting is the responsibility of the controller of the university and is provided centrally. Academic personnel are employed jointly by the director of the campus, the dean of a college, and the head of the appropriate department. Many of the commonwealth campuses limited to lower-division work offer technical-vocational curriculums.

SUMMARY, ORGANIZATIONS, AND GUIDELINES

chapter 6

SUMMARY

Social, economic, and cultural developments have led to increased demands for further higher educational opportunities for greater numbers of Americans, youth and adult. These demands are greatest in the nation's large urban centers. It is in and near these centers that multi-institution junior colleges are growing the fastest. As the pressure of these demands continues to grow, junior colleges must assume heavier responsibilities than ever before for bringing at least two years of college experience within the economic and geographic reach of our young men and women.

This objective is being and will be accomplished mainly by opening additional campuses and/or colleges within large urban communities. The newest and most significant effort being made by junior colleges to fulfill their obligation in this respect has been the establishment of additional centers in existing districts. In addition, when a large urban center starts a junior college, it usually opens with two or more campuses.

This monograph has examined in depth multi-institutional junior college districts, and has the answers to questionnaires sent to all known multi-institutional junior college districts.

In his 1964 coast-to-coast tour of multi-institutional junior college districts, Jensen found two major conflicting philosophies on their organization. First was the philosophy of operating with maximum autonomy for each individual college or center. The second was that of operating one legal institution with a strong central office and each center or campus a division of the single legal institution. As pointed

out in Chapters IV and V, the majority of chief administrators for the campuses, faculty, and students did not favor the one legal institutional philosophy.

ORGANIZATIONS

In the pages that follow, the major findings of the study regarding current and projected organization will be reported.

1. In the newest and fastest-growing trend, the chief administrator of a multi-institutional junior college district is titled "chancellor." This has already occurred at Chicago, Dallas, Peralta, and San Mateo. At least six other cities are planning this change within the next few months. The next most commonly used title is "president," with "superintendent" third.

2. At the central office, other titles were usually "vice-chancellor," "vice-president," or "director." The title "director" far outnumbered all others. Areas using the title (in order of frequency) are: business, instruction, technical and vocational, buildings, research, and community services.

3. Twenty-two districts reported on their central office staffs. Six of the staffs varied widely in number from three (four districts) to twenty-one (one district). One district stated it had no central or campus staff but was all one, and had a total of forty-five administrators. Ten of the districts had fewer than six, and four had more than fifteen. Four districts had eleven administrators on the central office staff. One fact is easily seen from the questionnaires and/or visits. The multi-institutional junior college districts that let each campus operate with the most autonomy tend to have the smallest central office staffs. Those districts that operate as a single institution have by far the largest central office staff.

The authors tried to establish a formula for the number of administrators at a central office in relation to the number of students enrolled, but could find no pattern that repeated itself often enough to establish even a possibility. It should also be stated that the districts across the United States vary widely in the number of administrators both at central office and on each campus.

4. On the individual campuses or centers was found a spread from five administrators to twenty-two. Although this will appear highly unusual, the campus with five and the one with twenty-two both had about 3,500 day students. Fifteen campuses or colleges had seven administrators; the majority had between ten and fourteen. Over half of those reporting fell in this bracket.

5. No district reported having any fixed internal geographic boundaries for any of its component colleges or campuses.

6. Central offices are off the campuses (or plans are well underway for their removal) in all districts subscribing to the multicollege philosophy.

Tradition continues to be a prominent factor in the organization of most multi-institutional junior college districts. The individual campuses are following the trend to an independent college, whereas the central office views this as a threat. These opposing viewpoints make improvements in mutual understanding and cooperation difficult.

Administrators, at both central office and individual campuses or colleges, mentioned that many district-wide policies are good for the district as well as for the individual campus. For example, district-wide budget requirements, salary and fringe benefits, required teaching hours, and even curriculum controls save costly and unnecessary duplication of effort.

It has been stated that the chief advantage of a central administration lies not in its superior wisdom (for it might not be superior), but in its detachment. Because it is separated from any of the campuses, it is outside of the area of campus or college interest. Therefore, it should be able to make more rational decisions.

Students are becoming more critical, more vocal, more demanding of a policy-making position, and the public is questioning the relevance of the curriculum. Faculty members are also demanding a larger and more responsible role in the operation of the college or campus. These are by no means all of the insistent pressures on administration today. They are compounded by the difficulty of communicating clearly.

Communication is the greatest single plague of multi-institutional junior college districts—that is, if we ignore finances. Communication is also the weakest aspect of staff working relationships within multicollege or multicampus district organization, particularly in channels between central office and the lower positions on the individual campuses.

In addition, it is necessary to keep the community, industry, high schools, and other institutions of higher learning informed. The answer to these and other problems in multicollege districts lies in whether we have the vision to see the breadth of our responsibility, the wisdom to understand it, the creativeness to devise programs of significance to a diverse and ever-increasing number of people, and the administrative skill to implement the programs.

At the multicollege/multicampus clinic held at American River College, Sacramento, California, in the fall of 1964, B. Lamar Johnson suggested three principles that should govern a multicampus district. They are still excellent principles: (1) efficiency, to avoid needless and costly duplication; (2) consistency of policy and practice; (3) initiative (freedom) on individual campuses.

GUIDELINES

In view of the findings of this study, the following guidelines are summarized for consideration in the organization and development of a multi-institutional district. It must be kept in mind that there is no best pattern or plan. In fact, it is believed that districts should *not* all have the same plan of organization and that it is good for them to experiment.

As guidelines the following are suggested:

A. Central Office Functions

1. *That a chancellor represent the board of trustees and be responsible for general administration of entire district.* This includes developing of and recommending policy, financial planning, public relations, local and state governmental relations, coordination of district's instructional offerings, and staff coordination.

2. *That the central office have at least three administrative positions besides the chief administrator (chancellor).* The level of these positions on the personnel scale can be the same as or lower than the chief campus administrators. All do not have to be the same level. The positions needed are:

a. *Assistant Chancellor for Business:* All of the administrators surveyed agreed that someone at the central office must be in charge of business affairs for the district. This enables the district to obtain the economies of a large organization while maintaining smaller individual colleges or campuses. The district's financial office should be responsible for all financial reports required by the state, accounting, budget coordination, plant maintenance and development, payroll, purchasing, interdistrict contracts, data processing, etc.

The director of business should have an employee at each campus to supervise student funds and local college petty cash funds. (*NOTE:* Central business service provides the biggest single saving to a multi-institutional junior college district. In their recent financial study of California junior colleges, the Coordinating Council for Higher Education found that multicollege districts' administration costs were approximately $23 *less* per unit of ADA than single-college districts.)

b. *Assistant Chancellor for Instruction:* Someone at the central office must coordinate the instructional program to insure maximum efficiency and to avoid unnecessary duplication of offerings. The assistant chancellor of instruction would serve on each college's curriculum committee, thereby aiding the colleges in coordinating their instructional programs. He would coordinate articulation with other colleges and universities. Other functions of this office should be: coordination of the district's educational resources—educational television, audiovisual material, research, central dial information system, etc. Another responsibility would be maintaining the master list of the courses offered, with their numbers.

There should be a person at the central office, under the assistant chancellor of instruction (or co-equal), responsible for the district's community services, extension centers, and coordination of evening classes.

Conventional concepts of curriculum, class size, and calendar are beginning to crack as the college population expands and the costs increase. External and internal pressures from increasing numbers force administrators to find ways to do more with less.

c. *Director of Semiprofessional Education—Business, Technical, and Vocational:* This is an important and necessary position in today's community colleges, especially in large urban centers. There is a crying need for technical and vocational education in the large urban communities, and community colleges need to do more in this area.

The technical and vocational program must be as prestigious in the eyes of the governing board, chancellor, and the chief campus administrators as the academic or transfer program. The attitudes of these top administrators will be reflected by the faculty, students, and community at large.

One of the best ways to upgrade the technical and vocational program is to provide it with high-quality leadership. The director should have a doctorate, have practical experience, and be on a level with the director of instruction for the district. On the individual campuses, the dean of technical and vocational education (or dean of applied arts) should be at the same level as the dean of academic studies.

3. *That the central office be located completely away from all campuses and, if possible, centrally within the district.* This should be done as soon as possible after the second college is completed and operating. District personnel did not appreciate having the central office on one of the campuses.

None of the administrators with the central office on their campus really liked it, while administrators on other campuses claimed that this gave the central office campus a favored position. All the chief administrators considered the location of the central office an important decision. They all stated that it should definitely be located away from any of the campuses and suggested a central location. Oakland, San Diego, Bakersfield, and Fresno have moved their central offices away from any campus. The chief administrator of the district must exercise care to see that the district headquarters does not overshadow the individual campuses; otherwise lack of identification with a local campus or college by students, faculty, and residents will occur.

4. *That no one at the central office, other than the chief administrator for the district, be at a level higher than that of the chief campus administrators.* In districts where central office administrators, other than the chief central office administrator, outranked the chief campus administrators, there was unrest and dissatisfaction not only among the chief campus administrators, but also among other campus administrators and faculty. In higher education, chief campus administrators must have direct access to the chief administrator for the district.

St. Louis has dropped its central office position of vice-president for instruction and raised each of the chief campus administrators to vice-president and officer of the district.

B. Individual College Functions

1. *That each campus have as much autonomy as possible.* It is felt that each campus or college should have the right to present its ideas for development of its campus. The campus president needs to be a leader who will help to translate educational ideas into reality. At all times, however, the final decision must be in the hands of the chief administrator of the district and/or the board of trustees. The organization of multicollege districts allows for more efficient administration, with happier and more satisfied faculty and students.

Within the district's framework, individual colleges should enjoy as much autonomy as possible. For example: Merritt College in the Peralta Junior College District went on the quarter system in the fall of 1967, but Laney College did not.

2. *That experimentation on the campus level be encouraged and supported.* This helps staff morale and encourages creativeness.

3. *That each campus be allowed to hire its own personnel.* Central office should serve only a staff relationship in the area of hiring personnel—one of coordination, not one of supervising or directing.

4. *That the people hired for the positions of chief administrators on the campuses agree with the philosophy of the organization as laid down by the board of trustees.* In administration, everything depends on the man. Almost any system will work with the right administrator, and almost no system will work if the wrong person is managing things. Furthermore, a system tends to become distorted by the person who is administering it. This is particularly true in multicampuses, with their added disadvantages of communication and transportation.

5. *That the right type of chairman for a department be chosen.* The responsibility of selecting a chairman is much more critical in a multicampus district and especially so if he is what San Diego calls joint chairman, for then he is the chairman of a department operating on more than one campus.

6. *That teachers and administrators have mutual respect and recognize each other's responsibilities and competencies.* Teachers must have "freedom to teach" and administrators, "freedom to administer." Both are specially trained and selected for their particular assignments. Teachers need to recognize that their primary responsibility is to teach, not to administer. Gross inefficiency and confusion result from failure to follow this principle.

7. *That leadership is a major factor.* The success or failure of changing patterns in junior college district organization will be determined by the calibre of leadership exhibited by teachers, administrators, and governing boards. None can afford to be led by dissidents and troublemakers. The public image of each group will be determined by its spokesmen.

There is great need for statesmanship of the highest order as junior colleges evolve new patterns of operation. True leadership is the fine art of making disciples or followers. A great challenge faces every administrator, if he is not to become just a glorified office boy or even just a mediator between the board and the faculty. He must be a professional leader, worthy of receiving support.

A multicollege junior college district must be:

1. United in purpose and basic principles
2. United on such fundamentals as standards for appointment of faculty and admission of students
3. United in academic planning to prevent unnecessary duplication.

The organization should be loose and flexible at first. The administrator should work with his faculty. The faculty is rightly interested and should participate in the planning for additional colleges.

Multicampus junior college districts are here to stay and, even though there are problems, the number will increase. Human nature being what it is, as these districts progress through their developmental cycle, the campuses will tend to become more independent and the majority of multicampus districts will eventually become multicollege districts.

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